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ABSTRACT

The master plan for development of library services in the state of Maryland provides analyses of library collections, staff, and facilities in public libraries, public schools, and academic institutions. It identifies major strengths and weaknesses and recommends a framework of systematic progress for the years 1976-1980, setting a priority on improved state support for public library financing. The plan emphasizes the need for increased interdependence among libraries of all types and makes priority recommendations for joint planning, development, and sharing of resources and services at local, regional, and state levels. It contains a series of recommendations designed to implement a state program to utilize the regional library resource centers, the state library resource center, and other major library collections in the state and to reinforce and supplement the resources of other libraries through a planned state library network. (Author/LS)

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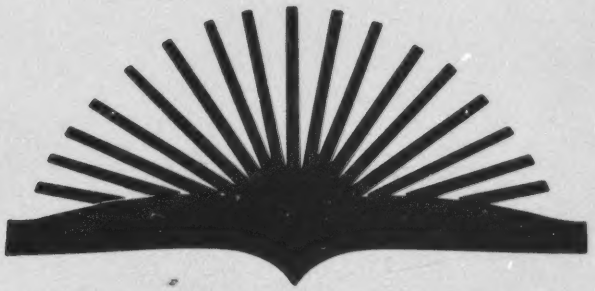

1976-1980 Master Plan for the Development of Library Services in the State of Maryland

Maryland State Department of Education
Division of Library Development and Services
P.O. Box 8717
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Baltimore, Maryland 21240

December 1974

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November 1, 1974

The Honorable Marvin Mandel
Governor
State House
Annapolis, Maryland 21401

Dear Governor Mandel:

In accordance with your request of January 30, 1973, for the preparation of a comprehensive statewide Master Plan for future public library development in Maryland, I am pleased to present to you the Master Plan for the Development of Library Services in Maryland, 1976-1980. Presentation of the Plan has been dependent upon the work and thought of representatives of the library and educational communities as well as from governmental officials and groups. Acknowledgment and special appreciation are due the Interagency Group whose extensive committee work and careful review and advice assisted the Department staff in the development of the recommendations. The Group was composed of:

Dean Margaret Chisholm and Mr. Eugene Lewis of the Maryland Advisory Council on Libraries, Mrs. Carol Baker and Mr. Arthur Blom of the Department of State Planning, Dr. Joseph Kelmig of the Maryland Council on Higher Education, and Mr. Fred Spigler of the Governor's Office.

The Plan is designed to achieve the following objectives:

To meet the library and information needs of the state,
To assure convenient access to library resources in the state,
To provide for the most effective and economic utilization of library and information resources,
To provide a policy and program statement for library coordination and development,
To delineate state responsibilities and functions,
To provide public information and understanding of library resources and programs.

The Plan provides analyses of library collections, staff, and facilities in public libraries, public schools, and academic institutions. It identifies major strengths and weaknesses and recommends a framework of systematic progress within the next five years. It sets a priority on improved State support for public library financing.

The Plan emphasizes the need for increased interdependence among libraries of all types and makes priority recommendations for joint planning, development, and sharing of resources and services at local, regional, and State levels. These elements coalesce in a series of recommendations designed to implement a State program to utilize the Regional Library Resource Centers, the State Library Resource Center, and other major library collections in the State to reinforce and supplement the resources of other libraries through a planned State library network.

The Master Plan recognizes the role and responsibility of the State to continue the orderly development of libraries and to encourage and support cooperative programs and services and makes specific recommendations for State action to clarify policy and program direction.

The Master Plan has been reviewed and approved by the Maryland Advisory Council on Libraries, the Maryland Library Association, the Board of Directors, and the Maryland State Board of Education.

The Department of Education pledges its continued dedication to "provide leadership and guidance for the coordinated development of library and information service in the State" and "to develop Statewide public library, school library services and library networks, resource centers, and other arrangements to meet library and information needs of the State."

We invite your consideration of the findings and recommendations.

Respectfully submitted,

James A. Sensenbaugh

JAMES A. SENSENBAUGH
State Superintendent

JAS:mc

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INTRODUCTION

Need for Planning

Present social phenomena have contributed to a need for expanded library resources. These phenomena have included our society's growing emphasis on equal educational opportunity for all citizens, our dependence upon sophisticated technology, and our efforts to distribute equitably the costs as well as the benefits of our governmental structure. Libraries and librarians need to be able to judge the effect of these phenomena on future services and collections. They need an organized base of statistical information upon which to build comprehensive and long-range library goals.

Library planners have had to face an accelerating proliferation of knowledge itself — a proliferation which has made it impossible for any library to maintain or to service comprehensive collections in more than a few subjects. Planners have to take into account our society's growing reliance upon basic research, innovation, and experimentation as well as the increasingly expensive equipment and processes which support these developments.

Wide differences exist in the ability of a given locality to support quality library service. Service is no longer confined by local governmental boundary lines and planning must account for sources of funding which exist beyond the local community, especially in light of society's increased mobility.

Maryland recognizes the importance of a State government role in providing library service. In collaboration with the counties and with Baltimore City, the state of Maryland is legally charged, "to continue the orderly development and maintenance of library services throughout the state." The State Library Agency is also responsible for encouraging and supporting "the development of coordinated programs and services with other libraries and institutions that will provide the widest possible access to the library and information resources of the state." The Division of Library Development and Services, Maryland State Department of Education, under the law, must ". . . provide leadership and guidance for the planning and coordinated development of library and information service. . . ." (Article 77, §166.)

Governor Mandel, in a letter of January 30, 1973, requested the development of a master plan for public library development in Maryland. In accordance with his instructions an Interagency Committee was formed to assist in the development of the plan. The committee determined that the plan would delineate a program to serve the following purposes:

- To meet the library and information needs of the state
- To assure convenient access to library resources throughout the state
- To provide for the most effective and economic utilization of library and information resources
- To delineate state responsibilities and functions
- To provide a policy and program statement for library coordination and development
- To provide a public information program on library resources and services.

The Master Plan which follows provides an intensive analysis of libraries within the state and makes recommendations for future action and development.

LIBRARY DEVELOPMENT IN MARYLAND

All types of libraries have experienced tremendous growth in services and materials within recent years. This evolutionary process has taken different directions depending on the type of library. Public libraries accomplished a major objective by 1960 with the establishment of public library systems in all counties in the state. Schools moved toward the goal of establishing media centers in each school facility and, more recently, the coordinating of services and collections at the school system level. By 1970, 97 percent of the public schools had media centers. Academic libraries concentrated their effort on acquiring major collections and facilities. Today in Maryland, there are 24 public library systems, 1,284 school media centers, and approximately 50 college and university libraries, public and private.

During the developmental stage described above, the State through its responsible agencies has given overall direction and guidance. By the adoption of standards and criteria for each type of library, it has promoted quality library services. By providing staff assistance in the planning and development of individual systems and by aiding interinstitutional cooperation, it has fostered statewide system development.

The most recent stage of development which Maryland is entering involves the sharing of resources and services among libraries or systems of libraries. The Regional Library Resource Centers and the State Library Resource Center are components of this type of system. The evolving MALCAP (Maryland Academic Library Center for Automated Processing) system with its potential for including the bibliographic listing of other libraries, such as the State Library Resource Center, is another. Numerous cooperative and interinstitutional activities and informal arrangements exist among libraries.

The Library User and Library Use

Library and information needs are felt at all levels of society regardless of an individual's location, social condition, or level of intellectual attainment. Every citizen must have and feel an identity with a local source of information, whether it be the public, school, or college library. Each type of library has distinct functions: the public library serves as the information and educational resource for the community at large — individuals and groups with a wide range of interests, age levels, and information needs; the school media center and the col-

lege library serve curriculum-related needs of students and faculty and further the programs and goals of the institution.

The philosophies and functions of the different types of libraries remain distinct, but neither functions, clientele, nor holdings in collections are mutually exclusive. A mobile population of school and college youth seeks information wherever it is most easily available; adults, unless identified with an academic institution, are more likely to use public libraries only. The traditional types of libraries in each locality continue to provide most of the library service in the state. The purposes and goals of libraries and the standards of collections, staff and services needed to accomplish these goals are based on meeting the requests of the library's clientele. Interinstitutional cooperation and network systems will provide flexibility, greater options to library users and wider access to specialized resources. The bulk of all library service (90 to 95 percent) will be met from the local collections of the individual types of libraries.

The Use of Standards

The standards used to analyze the present status and needs of Maryland public and school libraries are those of the Maryland State Department of Education whose Division of Library Development and Services has the responsibility to "develop and recommend professional standards and policies for libraries." (Article 77, §166.) Although based on national concepts and trends as well as the resources and services of the most outstanding libraries, the Maryland standards reflect the Maryland situation; for instance, the networks and interlibrary cooperation in effect in the State permit collection sizes and staffing which are lower than national standards while at the same time providing the same benefits. Standards for academic libraries used by the Maryland Council for Higher Education are essentially national standards adopted by the American Library Association.

The tables and separate chapters on public libraries and school media centers detail the quantitative needs of these libraries in the areas of collections and staffing and can be applied to any public or school library. *Of course, the type of library collection needed will differ according to the clientele to be served as will the qualifications and special competencies of staff and the type of service to be rendered.* It is important to note that the Enoch Pratt Free Library is the only public library meeting the Maryland standard in staff and collections. A few older library systems in stable population areas approach the collection size recommended, but libraries in rapidly growing areas cannot reach the desired level. Moreover, no library can increase its collection or staff under the present funding formulae in the State law, and even under the increased State and local funding recommended in this *Master Plan,* not all libraries will be able to meet collection or staffing standards within five years.

The *Master Plan* contains an analysis of the current status of libraries, identifies the major strengths and weaknesses, and recommends a framework for orderly, systematic progress within the next five years; it also identifies the role and responsibility of the State in library development, prescribes the actions to be taken that are reasonable and capable of accomplishment, and describes a base for continuous planning, evaluation and change.

The *Master Plan* calls for a strengthened statewide public library system, a revised State-aid formula for increasing funds for local libraries, and financial support for Regional and State Library Resource Centers.

In addition, the *Master Plan* identifies a need for increased interdependence among libraries of all types and advises joint planning and development of pilot projects of integrated facilities and services wherever feasible.

These elements coalesce in the State Plan program to utilize the Regional Resource Centers, the State Library Resource Center (the Central Enoch Pratt Free Library), the University of Maryland and other major library collections in the state to reinforce and supplement the needs of all libraries through interlibrary loan and open access. The recommendations which follow translate the major ideas of the *Plan* into specific programs. Studies prepared to develop the *Master Plan* indicated that accessibility to libraries within the state has substantially improved through the past few decades; that great variety exists among the libraries in the state both in volumes of resources and in expenditure outlays; that the state has great potential for achieving an outstanding statewide bibliographical network; and that the identification and initiation of alternative library delivery systems for the state's poor, its handicapped, and its institutionalized are areas for intensified planning and study.

SUMMARY OF RECOMMENDATIONS

Public Libraries

The public library recommendations which follow are dependent on increased financial support. The standards for public library services form the basis for the recommendations relating to Planning and Development, Library Collections and Staff. The recommendations regarding library financing, if adopted, will ensure that most library systems can meet the minimum service and collection recommendations by 1980.

Financing

It is recommended that:

1. As a first priority in State financing of libraries, it is recommended that in 1975 the Governor and the Maryland General Assembly enact legislation that will revise the library aid formulae to provide a minimum foundation program of $6.00 per capita, provide an increase in the percentage of State support above the present 30 percent, retain the equalization and minimum guarantee factors in the present law. (Page II-12.)

Planning and Development

It is recommended that:

2. Each public library system develop long-range and annual plans based on an analysis of community needs and evaluation of present services. (Page II-6.)
3. The Division of Library Development and Services assist local units in program development through staff training, consultant services, study and research projects. (Page II-6.)
4. The Division of Library Development and Services with the cooperation of the local library systems and other agencies explore the application of newer forms of media and educational technology to the improvement of public library services and of public library operations. (Page II-10.)

Collections

It is recommended that:

5. All library systems attain collection levels of 2.5 books per capita within five years, and add 50 percent of the recordings required to meet the standard. (Page II-8.)
6. Library systems serving a.) more than 150,000 population, add one-half the number of periodicals required to meet the standard, and b.) less than 150,000 population, add the number of periodicals required to meet the minimum of the range. (Page II-8.)
7. a.) Library systems serving over 150,000 population build film collections of at least 500 titles within five years; b.) State and Regional Library Resource Centers build to 4,000 and 1,500 prints respectively within five years and that these centers provide service to smaller library systems and supplement through the State Resource Center the other film collections. (Page II-8.)

Staff

It is recommended that:

8. a. County library systems with only one professional librarian add at least one additional professional librarian immediately;
   b. All library systems meet staffing standards within five years. (Page II-10.)

Facilities

It is recommended that:

9. Alternative formulae be investigated which will stabilize construction support. (Page V-6.)
10. The Division of Library Development and Services approve local construction projects to assure that standards and criteria for library facilities are met. (Page V-6.)

The State Library Network and Cooperative Library Services

Cooperative planning at local, regional, and State levels can assure greater access to specialized materials, avoid unnecessary duplication, and provide for effective and economic utilization of resources.

The *Plan* recognizes the numerous cooperative activities already in existence and makes specific recommendations for further cooperation within each segment of the *Master Plan.*

It is recommended that:

1. An interinstitutional library planning committee be established in each county of the state through the joint action of the local Board of Public Library Trustees, Board of Education, Board of the Community College, and boards of institutions of higher education, where such exist. (Page III-4.)
2. The Division of Library Development and Services encourage and support the development of cooperative library programs through the following activities:
   a. Providing staff assistance and consultant service for the planning and development of local and regional projects;
   b. Acting as a clearing house and source of information on cooperative activities;
   c. Providing continuing educational opportunities on interlibrary cooperation for library and educational personnel;
   d. Initiating study and research activities on cooperative potentials between all types of libraries;
   e. Utilizing the federal Library Services and Construction Act and other such funds as are available to stimulate and support interinstitutional cooperative activities; and
   f. Providing evaluation, reporting and dissemination of information about cooperative programs in the state. (Page III-4.)
3. The State Board of Education in cooperation with the Council for Higher Education and the State Board of Community Colleges prepare guidelines and criteria for interlibrary cooperation among the types of libraries. (Page III-4.)
4. The University of Maryland College of Library and Information Service assist in furthering knowledge and information on interinstitutional cooperation through conferences, institutes, research activities, and courses. (Page III-4.)

Regional Cooperation

5. Regional library planning be continued and expanded under the present Librarian Technical Committees of the two Councils of Government in the metropolitan regions and the Advisory Committee to the three regional library resource centers in Western Maryland, Southern Maryland and the Eastern Shore. (Page III-4.)

State Network

6. Plans be developed in coordination with the computerized data-base project for academic libraries to ensure compatibility and eventual integration of the list of holdings of the State Library Resource Center with the data bank of holdings of other major collections in the state. (Page III-5.)

REGIONAL LIBRARY RESOURCE CENTERS

Regional Library Resource Centers make available books, information, and other materials and services which the individual libraries cannot adequately provide by themselves. These centers also form the intermediate link between local libraries and the State Library Resource Center and other resources in the state. State funding is necessary in order for Regional Library Resource Centers to perform these functions in ways which meet criteria and standards set by the State.

It is recommended that:

1. State funds for Regional Resource Centers be increased by $150,000 per year for the next two years and be allocated on a percentage increase to each Regional Resource Center. (Page III-7.)
2. The Regional Library Resource Centers develop an approved plan consistent with the criteria established by the State Department of Education for implementing staff, collection, and service standards within a five-year period. (Page III-6.)
3. Regional resource centers, through involvement with other libraries and educational agencies, should move toward serving and coordinating resources of all libraries in the region. (Page III-6.)

Facilities

It is recommended that:

4. The State Department of Education formulate regulations and guidelines for Regional Capital Improvement programs. (Page V-9.)
5. A plan be formulated by the Division of Library Development and Services for the expansion of the Eastern Shore Regional Library Resource Center. (Page V-9.)
6. A construction feasibility study be made and a plan formulated for the expansion of the Southern Maryland Regional Library Resource Center. (Page V-9.)
7. Subsection 169 [Subsection (8) and (9)] of the *Annotated Code of Maryland* be revised and clarified to reconcile conflicting interpretations of the law. (Page V-9.)

STATE LIBRARY RESOURCE CENTER

The designation of the Central Enoch Pratt Free Library as the State Library Resource Center provides all Maryland residents with access to the specialized materials and services of a major reference and research collection. The recommendations are designed to ensure that the development of the State Library Resource Center is consistent with State needs, policy, and funding.

It is recommended that:

1. The Governor appoint an *ad hoc* committee representative of State and city governmental and library interests to recommend policy for funding of the State Library Resource Center. (Page III-9.)
2. As an interim policy, budget requests of the State Library Resource Center and the State Department of Education be based upon the provisions of the first alternative. (Page III-9.)
3. The State Library Resource Center in cooperation with the Division of Library Development and Services develop a plan consistent with the recognized functions of State libraries for meeting the identified library/information needs of the state. (Page III-8.)
4. The State Department of Education continue to provide review and evaluation of the State Library Resource Center services through advisory groups, studies, and other appropriate means. (Page III-8.)
5. By 1977 the Division of Library Development and Services in conjunction with officials of Enoch Pratt Free Library study the library and information needs of State government and prepare recommendations for State Library Resource Center functions and services in meeting these needs. (Page III-8.)

Facilities

It is recommended that:

6. The Maryland State Department of Education request funds in the 1976 budget for a study of space needs and alternatives; the Department of State Planning assume responsibility for the design and conduct of the study with the cooperation of the Maryland State Department of Education and the Enoch Pratt Free Library; the study be completed by July, 1976 and that requests for funding based on the recommendations be included in the 1977 and 1978 budgets of the Maryland State Department of Education. (Page V-12.)
7. The law be revised to provide that the State Department of Education requests for capital improvement funds for the State Library Resource Center be submitted to the Department of State Planning for study, review and recommendation. (Page V-12.)
8. The Departments of State Planning and General Services assist the Department of Education in the establishment of procedures for funding and for cooperative review of appropriate aspects of a building program. (Page V-12.)
9. The State assume at least 50 percent of the total cost of the construction program. (Page V-12.)

School Library/Media Centers

Maryland's school Media Centers perform an essential role in meeting the informational and educational needs of students and educators. The recommendations are designed to see that the facilities, collections, staff personnel, and cooperative arrangements are adequate to meet these needs.

Collections

It is recommended that:

1. A portion of the additional State Aid appropriated to each local educational agency under the 1973 revision of the school financing formulae be utilized to build up the library/media collections in each school now below 75 percent of the recommended number of items. (Page IV-3.)

2. Each local educational agency develop a plan for analyzing the library/media needs of each school and for establishing realistic five-year goals. (Page IV-4.)

Supervision and Staffing

It is recommended that:

3. Each local educational agency provide supervision at the system level to insure the development of media programs. There should be studies to determine the feasibility of joint cooperative or contractual agreements among the smaller agencies with other agencies to provide the necessary services at each system level. (Page IV-4.)

4. The Maryland State Department of Education investigate ways to provide for diversity of staff to provide for the range of professional, technical, and clerical services needed to develop, administer, organize, and maintain a unified media program.

   A task force should be appointed by the State Superintendent of Schools to conduct this investigation. (Page IV-4.)

Cooperative Development

It is recommended that:

5. The Division of Library Development and Services develop a plan for meeting the needs of teachers for educational materials, taking into account existing resources in the State, including the University of Maryland and the Montgomery County Public Schools Educational Materials Laboratory. (Page IV-4.)

6. The State should encourage pilot projects for combined school-public libraries through the development of guidelines and criteria, through project approval, and through utilization of State funds to assure an adequate facility collection and staff. It should also provide plans and programs for evaluation. (Page IV-5.)

Academic Libraries

Organization and Systems Development

It is recommended that:

1.* State and community college libraries which have not already completed conversion to Library of Congress classification do so as soon as possible; the conversion be accomplished with few or no deviations, and where a library collection yet to be reclassified is substantial (10,000 volumes or more), specific State funds be provided to perform the operation and reduce the interim period when the library's collections and catalogs are divided between two systems and two locations. (Page IV-19.)

2.** Maryland's academic libraries develop or join a centralized automated system under the Maryland Council for Higher Education coordinating leadership to improve statewide interlibrary cooperation, computer applications, and provide coordinated and automated services in purchasing, cataloging, and book processing. (Page IV-18.)

3. Each segment establish a Library Development Committee, commonly considered useful in an advisory role, and that one of the committee's major duties be to assist in planning the general growth of library collections. (Page IV-8.)

4. The Board of Trustees of State colleges actively encourage intercommunication among the librarians of its constituent colleges; that the State Board for Community Colleges perform a similar function for its constituent members; and that the statewide coordination and automation be achieved through the Maryland Council for Higher Education by means of a statewide Library Study Committee and the fullest development of a statewide organized automated system. (Page IV-19.)

Collections

It is recommended that:

5. The University of Maryland be given full financial support in meeting its approved growth objective in library collections. (Page IV-7.)

6. Funds be appropriated to bring the holdings of State college libraries up to the recommended holdings formula. (Page IV-8.)

7. Funds be appropriated to bring the holdings of community college libraries up to the recommended holdings standard. (Page IV-8.)

Construction

It is recommended that:

8. The following guidelines or formulas be used for college library construction in:

   FOUR-YEAR INSTITUTIONS:

   Stack Space: First 150,000 Volumes .1 NASF/Volume
   Second 150,000 Volumes .9 NASF/Volume
   Next 300,000 Volumes .08 NASF/Volume
   All additional .07 NASF/Volume

   Reader Space: Seating for one fourth of *FTDE* students; 25 NASF/Seat.

   Service Space: 25 percent of total stack and seating space.

   TWO-YEAR INSTITUTIONS:

   Stack Space: .1 NASF/Volume

   Seating Space: 6.25/FTDE

   Service Space: 25 percent of total stack and seating space.

   (Page IV-13.)

Functions of Librarians and Staff

It is recommended that:

9. The library director be a member of the college curriculum or educational planning committee. (Page IV-8.)

10. Consistent with the Bixler Report, when a new library building or a substantial addition to an existing structure is to be planned, the incumbent librarian or a specialist in academic library building be asked to write

* Priority #1
** Priority #2

a detailed program statement outlining the internal needs and related functions of the proposed building for presentation to persons who may be involved in the planning. The involvement, at various stages of library building planning, of an expert in facility security is also recommended. (Page IV-13.)

11. In Maryland's academic institutions in which professional library staff members do not yet have faculty status and rank and a salary scale paralleling that of the teaching faculty, they be accorded such status, rank, and salary scale. (Page IV-15.)

12. A study be made at the community college level of the potential student interest and the curriculum required for training library technicians, with a view to establishing a successful program which would feed into Maryland's academic libraries the needed flow of nonprofessional workers. (Page IV-15.)

13. Maryland extend its State Merit System to state college libraries in such a manner as to include three categories of nonprofessional library positions as they are currently in operation at the University of Maryland. (Page IV-16.)

CHAPTER II
Maryland's Public Libraries

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INTRODUCTION

Structure and Governance

Maryland law provides for the structure and governance of public libraries and for coordination between libraries and other institutions and agencies. The State Department of Education is charged through the Division of Library Development and Services with the responsibility for general direction and control of library development in the state.

The Role of The Division of Library Development and Services

Specific responsibilities include:

- Providing leadership and guidance in planning and coordinating development of library and information services in the state through school and public libraries, library networks, resource centers, and cooperative arrangements among all types of libraries.
- Developing recommended qualitative and quantitative standards for public libraries.
- Coordinating library services with other educational services and agencies.
- Providing professional-technical advisory services to public and school library officials and State and local government agencies.

The Role of Local Boards of Library Trustees

The major responsibility of governing the individual public library systems is invested in local boards of library trustees. Their powers and duties include:

- Determining the policies of the local library.
- Selecting the librarian and establishing personnel policies.
- Establishing libraries to provide service wherever needed.
- Advising in preparation of and approving the budget of the library.
- Selecting the location of and approving plans for library buildings.
- Entering into contracts for library service.

The clear delineation of responsibility between the State agency and local boards encourages local initiative and support and, at the same time, assures statewide plans and policies for development and use of State funds and resources.

The State Department of Education and local boards of library trustees advocate continuing this cooperative approach. The concept of decision-making at the local level for operational purposes within the general framework of State law and policies should be maintained. In order to fulfill federal requirements and to further statewide planning and coordination, the State Library Agency should require that it review annual and long-range plans for library services and facilities submitted from each local system.

Purposes and Functions of Public Libraries

Public libraries which provide free access to information and knowledge are required by a democratic society and are essential to the development of individuals within that society. Maryland's public library laws recognize these important roles of the public libraries in the following statement of policy:

> Public library resources are essential components of the educational system. They stimulate awareness and understanding of critical social issues, and assist individuals in reaching their highest potential for self-development. (Article 77, § 162.)

Library collections, staff, and services should be developed to assist individuals and groups in:

- Educating themselves continually
- Learning about the past
- Keeping pace with current developments
- Forming opinions on controversial subjects
- Fulfilling political, social, occupational, and family obligations
- Developing individual skills and talents
- Stimulating spiritual and creative capacities
- Enjoying leisure time
- Developing aesthetic and cultural appreciation.

In order to realize these ends libraries must:

- Provide materials and programs of adult and continuing education
- Collect informational, educational, and cultural materials in all forms
- Support the educational programs of other institutions and agencies both formal and informal
- Serve as community information centers
- Provide special information, materials, and services to local government agencies
- Develop special programs and materials to reach and serve the undereducated and economically disadvantaged segment of the community.

Public Library Development in Maryland

Library laws have been in effect in Maryland since 1945 for the establishment, operation, and funding of local library systems. By 1961, all counties had established libraries under the provisions of this law. In addition to the development of local library services, significant developments among the various library systems have made maximum use of scarce resources and have provided for increased efficiency in operation:

1. All of the 24 library systems honor the borrowers' cards of the other systems so that a library user may use any public library in the state that is readily available and meets his needs.
2. The Maryland Materials Center in Salisbury provides book ordering, cataloging, and delivery services for 19 of the 24 public library systems for a unit cost of $1.50 per item. This is not only a cost effective service but it also provides for uniformity in the cataloging and classification of library materials.

   The five largest systems centralize their own acquisition, cataloging, and preparation services.
3. In 1972 public library systems loaned 235,307 books to schools, 114,476 to other agencies and 6,105 to other

libraries within the system. These are in addition to the interlibrary loans handled through the State and Regional Resource Centers.

4. Through the Regional Library Resource Centers and the State Library Resource Center cooperative selection policies and other cooperative services are developing.
5. The Librarians Technical Committees of the Baltimore Regional Planning Council and the Council of Governments of Greater Washington are developing joint policies and services and undertaking studies of library resources in the two metropolitan regions.

Libraries in Maryland compare favorably with other public libraries in the United States. All of Maryland's citizens have access to a library in their own county. Maryland has 24 library systems with 156 individual community libraries and 33 bookmobiles. (See Table 1.) While library resources vary in size and strength across the state according to local financial resources, geography, size of the county, and demographic factors, the interlibrary loan and reciprocity arrangements provide a measure of assurance that any individual may secure the information he needs, if not through local resources then through resources outside his own county.

TABLE 1 — **Public Library Service Outlets**

Local Unit	Number of Public Service Outlets	Number of Bookmobiles
State Totals	156	33
Allegany County Library	5	1
Anne Arundel County Public Library	9	2
Enoch Pratt Free Library (Baltimore City)	29	2
Baltimore County Public Library	17	4
Calvert County Library	1	1
Caroline County Public Library	2	½
Carroll County Library	5	1
Cecil County Library	4	1
Charles County Library	4	1
Dorchester County Public Library	3	1
C. Burr Artz Library (Frederick County)	5	1
Ruth Enlow Library (Garrett County)	7	1
Harford County Library	5	1
Howard County Library	5	1
Kent Public Library	1	½
Montgomery County Department of Public Libraries	15	3
Prince George's County Memorial Library	18	4
Queen Anne's County Library	1	½
St. Mary's County Memorial Library	2	1
Somerset County Library	2	1
Talbot County Free Library	2	½
Washington County Free Library	9	2
Wicomico County Free Library	1	1
Worcester County Library	4	1

TABLE 2 — **Registered Borrowers in Public Library Systems in Maryland: 1971-1972**

Local Unit	1972 Population* 5 Years Old and Older	Registered Borrowers					Registered Borrowers as a Percent of Pop. 5 Years Old and Older
		Total	Adult		Juvenile		
			Number†	Percent	Number†	Percent	
Total State	3,717,290	1,336,812	446,025	—	266,097	—	36.0
Baltimore City	827,820	265,309	155,193	58.5	110,116	41.5	32.0
Prince George's	646,090	193,927	NA	—	NA	—	30.0‡
Baltimore County	589,770	281,817	187,215	66.4	94,602	33.6	47.8
Montgomery	511,700	225,000	NA	—	NA	—	44.0
Anne Arundel	284,360	101,000	NA	—	NA	—	35.5
Harford	110,750	57,907	NA	—	NA	—	52.3
Washington	97,400	38,787	23,372	60.3	15,415	39.7	39.8
Frederick	79,620	17,262	NA	—	NA	—	21.7
Allegany	77,450	NA	NA	—	NA	—	—
Carroll	65,950	NA	NA	—	NA	—	—
Howard	60,240	35,497	24,523	69.1	10,974	30.9	58.9
Wicomico	50,910	20,463	NA	—	NA	—	40.2
Cecil	48,680	16,000	7,611	47.6	8,389	52.4	32.9
Charles	44,560	22,426	13,958	62.2	8,468	37.8	50.3
St. Mary's	43,350	15,268	10,444	68.4	4,824	31.6	35.2
Dorchester	26,970	8,044	4,000	49.7	4,044	50.3	29.8
Worcester	22,530	10,325	8,025	77.7	2,300	22.3	45.8
Talbot	22,360	9,231	NA	—	NA	—	41.3
Garrett	19,610	7,080	4,050	57.2	3,030	42.8	36.1
Calvert	19,230	7,746	5,842	75.4	1,904	24.6	40.3
Caroline	18,350	NA	NA	—	NA	—	—
Somerset	17,370	NA	NA	—	NA	—	—
Queen Anne's	17,320	3,823	1,792	46.9	2,031	53.1	22.1
Kent	15,100	NA	NA	—	NA	—	—

NA Figures not available.

* Approximate, based on Jan. '72 total estimates and July '70 age group estimates.

† "Adult" and "juvenile" are defined differently in all libraries. In a number of libraries, a single card is used which results in some of those libraries having only total figures.

‡ Prince George's County library records are now being computerized, therefore exact count not available.

Library use has increased steadily over the years, with approximately a one-million increase per year in materials borrowed from public libraries. Materials loaned increased from 17,320,834 in 1968 to 22,518,758 in 1972. A conservative estimate indicates that at least an equal number of books and other materials were used within the library and are therefore not reflected in the above statistics. The average annual circulation of library materials in Maryland is 5.5 per capita, as compared to the national average of 3 items per capita. Thirty-six to 50 percent of all persons over five years of age are registered library users, a higher percentage than the national average. (See Table 2.) Yet library collections in Maryland still fall short of meeting desired standards when compared to other outstanding state library systems.

There are broad differences among the various counties. The collections of books and other materials range from 1.0 to 2.5 per capita, and the *use* of libraries ranges from 9.2 books per capita borrowed annually in one county to less than 3 books per capita in others. (See Table 3.) Financial support for library operations ranges from $1.92 to $7.30 per capita. Also, the data show that, with a few exceptions, library systems with the lowest per capita support and the lowest ratios of book collections and staff to the population of the county are those that are reaching and serving a lower percentage of the population.

The State Department of Education has developed and proposed standards for public library systems which are based on national standards and on the example set by outstanding libraries in Maryland and elsewhere in the country. The proposed Maryland standards are generally lower than national standards for several reasons. National standards are unrealistically high for all libraries to reach; furthermore, Maryland libraries have developed cooperative services, such as the Maryland Materials Center, which reduces cataloging staff needs, and the regional and State resource centers, which should provide more expensive, infrequently needed material. The organization of libraries into county-wide systems and into multi-county regional associations obviates the need to consider every library as an independent entity.

TABLE 3 — **Factors Affecting Per Capita Circulation In Maryland Public Libraries: 1971-1972**

Local Unit	Circulation			Items in Materials Collection*	Volumes Added	Ratio of Volumes to Titles Added	Percent Added Per Capita
	Total	Per Capita	Per Item				
Total State	22,494,650	5.5	2.9	7,640,504	671,029	8 to 1	16.5
Baltimore City	3,251,710	3.6	1.2	2,799,950	110,247	9.2 to 1	12.2
Prince George's	3,464,098	4.8	3.5	980,094	122,168	9.7 to 1	17.1
Baltimore County	5,076,858	8.0	4.8	1,064,112	166,926	19.8 to 1	26.2
Montgomery	5,089,487	9.2	4.8	1,051,014	142,031	21.0 to 1	25.6
Anne Arundel	1,575,296	5.1	3.8	418,792	34,394	9.5 to 1	11.1
Harford	633,746	5.2	4.3	148,453	19,071	3.1 to 1	15.6
Washington	541,996	5.1	2.6	205,299	10,497	2.5 to 1	9.9
Frederick	242,726	2.8	2.5	96,302	4,702	1.3 to 1	5.4
Allegany	461,973	5.5	4.9	94,287	1,599	1.6 to 1	9.1
Carroll	208,732	2.9	2.8	74,000	5,867	NA	8.2
Howard	365,337	5.5	3.3	110,291	11,405	1.7 to 1	17.2
Wicomico	257,272	4.7	3.1	82,609	6,481	NA	11.8
Cecil	144,417	2.7	1.7	83,935	2,958	1.5 to 1	5.5
Charles	201,062	4.0	3.5	56,891	3,134	5.8 to 1	6.2
St. Mary's	182,248	3.7	3.2	56,077	3,976	1.9 to 1	8.2
Dorchester	115,314	3.9	2.7	42,136	3,918	1.8 to 1	13.4
Worcester	103,525	4.2	2.4	42,773	3,670	2.6 to 1	15.0
Talbot	134,016	5.6	2.5	53,380	3,585	NA	14.9
Garrett	113,346	5.2	2.6	42,892	1,675	1.3 to 1	7.8
Calvert	66,171	3.1	2.5	26,273	1,055	1.3 to 1	4.9
Caroline	65,937	3.3	2.8	23,572	1,466	NA	7.4
Somerset	73,349	3.9	4.0	18,246	1,604	1.1 to 1	8.6
Queen Anne's	83,685	4.5	1.8	47,495	1,526	3.1 to 1	8.2
Kent	42,349	2.6	2.0	21,631	1,080	NA	6.7

* Books, films, slides, periodicals, etc.
NA Figures not available.

STANDARDS FOR PUBLIC LIBRARIES

No reasonable standards of collection, staff or services can be met with the current minimum financial support formula of $1.80 per capita. All library systems that approach an acceptable size of collection and staff spend three-to-four times the amount of local funds required in the library law.

Standards for library systems provide qualitative and quantitative criteria for use as guides in the development of services and resources. *Individual library systems must apply the Standards on the basis of the particular needs and interests of the communities they serve and of the other resources available to the communities.* The Standards require a systematic analysis of needs and the preparation of specific plans to develop collections and services that meet these needs.

Analysis of circulation data, of information and reference services not reflected in circulation, and of informational and educational programs (both within as well as outside the library) assists in determining the materials and staff needed in individual branches and in the system. Such data provides the necessary basis for determining and justifying individual variations from the quantitative standards for collections and staffing. In short, the nature of the collection is connected to the needs of the community, and choices about what is collected and retained are always a direct reflection of the specific population being served.

The standards which follow are grouped into four major categories — *services, collections, personnel and organization,* and *financial support.*

Library Services

Every individual should have access to library service within a reasonable distance of his residence or work location. Service from any such library outlet should provide easy access to 80-90 percent of materials most frequently needed from the local library system. Rapid access to the major reference and research collections of the state should be provided from all local outlets.

Standards

1. Each library system should adopt a written program of objectives based on community needs.
2. Library programs designed to reach those members of the population not currently using library services should be developed.
3. Hours of service should correspond to the desires of the population and should extend over seven days per week when local conditions warrant.
4. The library should serve as a center for information on community and governmental programs, resources, and services.
5. Library staff should provide guidance in the use of library resources, assistance in research and information searches, and should procure needed material through interlibrary loans when such materials are not available locally.
6. The library should provide programs that inform the public of the resources and services of the library.

Maryland libraries generally reach and serve more people each year. With increasing information needs on all levels of society, the Maryland standards emphasize the need for service programs directed to specific community groups and for greater coordination of library programs with the programs of other community groups and agencies. These standards reflect national studies and reports which urge that public library services focus on specific objectives and develop programs for serving specific clienteles. A major emphasis in current planning is the development of information and referral services to other sources of information in the community and the state. A staff specialist in the Division of Library Development and Services has been assigned to assist libraries in collecting and organizing community information and in setting up effective programs.

Recommendations

I. It is recommended that each public library system develop long-range and annual plans based on an analysis of community needs and evaluation of present services.

Plans should include programs that will reach the following objectives:

a. To coordinate library services and programs with other agencies and organizations

b. To develop specialized information resources and services to serve local government officials

c. To provide information, referral, and other library services that will assist the educationally and culturally disadvantaged

d. To develop a comprehensive public information program on library resources and services

e. To increase by 20 percent the number of library users.

The standards and recommendations for collections, staffing, and financing in the report should be used to reach the objectives of the local plan for improving the service delivery of each library.

II. It is recommended that the Division of Library Development and Services assist local units in program development through staff training, consultant services, study, and research projects.

Federal funds for public library purposes, if available, should be used by the State to strengthen the planning capability of local library systems and to assist in the initial development of programs.

Library Collections

Library collections should include materials of all appropriate types (print and nonprint). Materials selection policies should be geared toward providing a wide range of information and should also reflect community interests. Materials used regularly should be provided in sufficient quantity so as to prevent unreasonable delays in procuring them from other sources. All materials should be selected, reconsidered, and retained or discarded in conformance with selection policy. Books no longer useful should be systematically withdrawn, with annual withdrawals averaging at least five percent of the total collection.

I. PRINT MATERIALS

a. Books

The public library system should maintain a collection of currently useful books. Minimum standards for collections are:

Population	Book Collection Available Locally (including microfilm)
10,000- 99,999	3.5 books per capita
100,000-299,999	3 books per capita
300,000-999,999	2.5 books per capita

Current status: Baltimore City is the only system which attains this standard.

b. Periodicals

The public library system should maintain a periodical collection, including local and metropolitan newspapers. Minimum standards for collections are:

Population	No. of Publications Received	Back Files Kept (including microfilm)
10,000- 24,999	125-200*	5 to 10 years
25,000- 49,999	200-250†	5 to 10 years
50,000-149,999	250-500‡	10 to 15 years
150,000+	1 title per 250 population	10 to 25 years

* All titles indexed in the *Abridged Reader's Guide to Periodical Literature.*

† All titles indexed in the *Reader's Guide to Periodical Literature* should be considered.

‡ Refers to publications most used and most significant for reference value, not to all publications received. Periodical holdings of the area and state resource libraries will influence the criteria for back files. *Current status:* In 1972 three library systems in the state met the lowest of the minimum standards. Five counties were within 10 to 38 titles of meeting the standard. The remaining counties for which statistics are available require from 50 to 2,019 titles to meet the standard. (See Table 4.)

TABLE 4 — **Periodicals in Maryland Public Libraries: 1971-1972**

Local Unit	Number of Periodical Titles (exclusive of duplicates)	Minimum Standard Collection	Number Needed to Meet Standard
State Total	8,178	16,116	7,938
Baltimore City	3,400	3,602	202
Prince George's	840	2,859	2,019
Baltimore County	764	2,546	1,782
Montgomery	632	2,216	1,584
Anne Arundel	223	1,243	1,020
Harford	212	250+	38
Washington	259	250+	—
Frederick	179	250	71
Allegany	89	250	161
Carroll	146	250	104+
Howard	225	250+	25
Wicomico	188	250+	62+
Cecil	95	250+	155+
Charles	117	250+	133+
St. Mary's	117	200	83
Dorchester	72	200	128
Worcester	75	125	50
Talbot	115	125	10
Garrett	124	125	1
Calvert	104	125	21
Caroline	35	125	90
Somerset	7	125	118
Queen Anne's	125	125	—
Kent	35	125	90

TABLE 5 — **Recordings in Maryland Public Libraries: 1971-1972**

	Recordings Owned	Standard Minimum Collection	Needed to Meet Standard	Percent of Standard Met	Estimated* Number of Recordings Purchased 1972	Percent of Number of Minimum Collections Purchased (Standard 18-20%)
Total State	155,280	415,300	260,020	37	33,589	8
25,000+						
Baltimore City	28,510	90,050	61,540	31	—	—
Prince George's	13,421	71,480	58,059	18	14,253	19
Baltimore County	47,715	63,650	15,935	74	11,189	17
Montgomery	27,449	55,410	27,961	49	5,143	9
Anne Arundel	12,904	31,070	18,166	41	706	2
Harford	3,383	12,200	8,817	27	—	—
Washington	4,384	10,590	6,206	41	—	—
Frederick	1,300	8,720	7,420	14	435	4
Allegany	1,500	8,380	6,880	17	391	4
Carroll	801	7,180	6,379	11	793	11
Howard	720	6,650	5,930	10	—	—
Wicomico	2,016	5,490	3,474	58	NA	—
Cecil	4,437	5,390	953	82	323	5
Charles	1,140	5,040	3,900	22	NA	—
St. Mary's	816	5,000	4,184	16	NA	—
Dorchester	486	5,000	4,514	9	2	—
10,000-24,999						
Worcester	—	3,000	3,000	—	—	—
Talbot	919	3,000	2,081	30	71	2
Garrett	908	3,000	2,092	30	23	—
Calvert	491	3,000	2,509	16	NA	—
Caroline	375	3,000	2,625	12	68	2
Somerset	454	3,000	2,546	15	73	2
Queen Anne's	776	3,000	2,224	25	43	1
Kent	375	3,000	2,625	12	76	2

* Based on expenditures using $3.50 as an average per item cost figure. This is the figure currently being used by Baltimore County Public Library.

II. NONPRINT MATERIALS

a. Recordings (Disc and Cassettes)

The public library should provide recordings, both nonmusical and musical. Minimum standards for collections are:

Population	Number
25,000+	1 per 10 people served or 5,000, whichever is greater
10,000-24,999	3,000 with access through the regional library resource center to 2,000 more

Twenty percent of the audio collection should consist of nonmusical recordings.

Current status: No libraries meet the minimum standard. Three county library systems have collections which are over 50 percent of the standard. The majority of systems hold less than 40 percent of the minimum standard requirement. (See Table 5.)

b. Films

The public library should provide 16mm films. Minimum standards for collections are:

Population	Number of 16 MM Prints	Number of New 16 MM Prints Added Per Year
10,000-149,999	Accessibility through the system to 1,500 prints at each regional resource center and 4,000 prints at the state resource center.	—
150,000-299,999	500 prints + accessibility	50
300,000-499,999	600 prints + accessibility	60
500,000-749,999	800 prints + accessibility	80

Current status: Of the five counties with more than 300,000 population, one county exceeds and another county meets the minimum collections standard. One county is approaching the standard; two systems do not have film collections.

The small number of prints at the regional resource centers, excepting Baltimore City, means that Prince George's County and Baltimore City systems meet standards for the second level of accessibility. (See Table 6).

c. Filmstrips

The public library should provide filmstrips. Minimum standards for collections are:

Population	Number of Filmstrips
10,000- 99,999	Accessibility to 500 prints at the regional level.
100,000-499,999	500 prints + accessibility
500,000+	500-1,000 prints + accessibility

Current status: Only two library systems in the 500,000+ population category exceed the minimum standard. Two Regional Centers, Eastern Shore and Southern Maryland, meet the minimum standard. (See Table 7.)

d. The public library should provide other nonprint materials. In order to provide opportunities for learning and self-directed study, library systems should acquire new materials (e.g., video cassettes, tapes, realia) which are effective educational tools. No standard for such materials is proposed, but systems should acquire such materials to meet the service objectives.

Recommendations

I. **It is recommended that all library systems attain collection levels of 2.5 books per capita within five years.**

Library collections presently range from 1.0-2.5 per capita. The Enoch Pratt Free Library is the only system which meets the proposed standard.

Statewide, 3,259,066 volumes must be added to meet the standard. The total cost of such an increase in collection would be $22,813,482, based on an average cost of $7.00 per volume, including a $1.50 processing cost. This increase would necessitate annual expenditures for books of up to $4,562,700, approximately a $1.5 million increase over current expenditures. (See Table 8.)

II. **It is recommended that library systems serving 1) more than 150,000 population, add one-half the number of periodicals required to meet the standard, and 2) less than 150,000 population, add the number of periodicals required to meet the minimum of the range.**

Statewide, 7,938 additional periodicals are needed. Total cost would be $46,440 annually based on an average cost of $10.00 per subscription. The total annual periodical cost statewide: $275,000.

III. **It is recommended that all library systems add 50 percent of the recordings required to meet the standard.** Library systems hold less than half (37 percent) of the recordings needed. The total cost of the recommended increase at $5.00 per recording is $654,050.

IV. **It is recommended that 1) library systems serving over 150,000 population build film collections of at least 500 titles within five years; 2) State and Regional Library Resource Centers build to 4,000 and 1,500 prints respectively within five years and that these centers provide service to smaller library systems and supplement through the State Resource Center the other film collections.** The cost of the recommended increase at $350 per print is $1,400,000.

V. All other Library Materials should account for six to eight percent of the total materials budget. Statewide cost is about $300,000.

In order for library systems to meet the standards for library collections recommended above, expenditures for materials would need to be increased by about $2,000,000 annually statewide, from $3,767,424 in 1972 to $5,805,000 — an increase of more than 50 percent.

This goal cannot be reached by all systems within the financing formulae proposed in this *Plan*.

Therefore, **it is recommended that as a minimum each library system increase its annual rate of acquisitions so as to reach 2.5 books per capita within five years, and to increase holdings in journals and in nonprint**

TABLE 6 — **Films in Maryland Public Libraries: 1971-1972**

	Films* Owned	Minimum Standard	Needed to Meet Standard
State Total	6,196	14,000	9,659
750,000-999,999			
Baltimore City	2,528	1,000	—
500,000-749,999			
Prince George's	1,086	800	—
Baltimore	9	800	791
Montgomery	565	800	235
300,000-499,999			
Anne Arundel	1	600	599
150,000-299,999			
No counties in this category			
10,000-149,999			
Harford	1	—	—
Washington	8	—	—
Cecil	4	—	—
Area Resource Centers			
Eastern Shore Area (Salisbury)	361	1,500	1,139
Southern Maryland Regional (La Plata)	13	1,500	1,487
Western Maryland Regional (Hagerstown)	64	1,500	1,436
Baltimore City	1,528†	1,500	—
State Resource Centers			
Baltimore City	28‡	4,000	3,972

* Only county systems owning films are listed with the exception of Cecil County which owns 4.
† Number owned beyond number used to meet *local* service standard.
‡ Number owned beyond number used to meet regional service standard.

TABLE 7 — **Filmstrips in Maryland Public Libraries: 1971-1972**

	Filmstrips Owned	Standard Collections	Needed to Meet Standard
Total State	2,022	5,000-10,000	3,399-7,978
150,000+			
Baltimore City	730	500- 1,000	0- 270
Prince George's	691	500- 1,000	0- 309
Baltimore County	172	500- 1,000	328- 828
Montgomery	—	500- 1,000	500-1,000
Anne Arundel	203	500- 1,000	297- 797
50,000-149,999			
Harford	173	500- 1,000	327- 827
Washington	—*		
Frederick	—	500- 1,000	500-1,000
Allegany	*		
Carroll	—	500- 1,000	500-1,000
Howard	5		
Wicomico	†	500- 1,000	495- 995
Cecil	48		
Charles	‡	500- 1,000	452- 952
25,000-49,999			
St. Mary's	‡		
Dorchester	†		
Worcester	†		
Talbot	†		
Garrett	*		
Calvert	‡		
Caroline	†		
Queen Anne's	†		
Somerset	†		
Kent	†		

* Western Maryland Regional Resource Center.
† Eastern Shore Regional Resource Center.
‡ Southern Maryland Regional Resource Center.

TABLE 8 — **Minimum Book Collections for Maryland Public Libraries: 1971-1972 (Five Year Projection)**

	Volumes Per Cap.	Standard for Per Cap.	Actual Volumes	Standard for Volumes Minimum 2.5	Actual Books Added 1972	Percent of Actual Books Added to Std. for Min. Volumes	Standard for Volumes Added 10-15 Percent of Min. Volumes	Withdrawal Rate Per Actual Collec.
Total State	1.7	2.5	6,880,934	10,140,000	671,029	6.6%	1,014,000-1,521,000	5.0
300,000-999,999 Population								
Baltimore City	2.5	2.5	2,252,894	2,251,250	110,247	4.8%	225,125- 337,687	3.4
Prince George's	1.3	2.5	962,355	1,787,000	122,168	6.8%	178,700- 268,050	2.7
Baltimore County	1.6	2.5	1,012,623	1,591,250	166,926	10.4%	159,125- 238,687	11.6
Montgomery	1.8	2.5	976,767	1,385,250	142,031	10.2%	138,525- 207,787	8.5
Anne Arundel	1.3	2.5	404,150	776,750	34,394	4.4%	77,675- 116,512	3.1
100,000-299,999 Population								
Harford	1.2	2.5	144,172	305,500	19,071	5.2%	30,550- 48,825	4.7
Washington	1.9	2.5	200,399	264,750	10,497	3.3%	26,475- 39,713	2.7
50,000-99,999 Population								
Frederick	1.1	2.5	94,793	218,000	4,702	1.5%	21,800- 32,700	2.0
Allegany	1.1	2.5	92,266	209,500	7,599	2.5%	20,950- 31,425	3.4
Carroll	1.0	2.5	73,053	179,500	5,867	2.3%	17,950- 26,925	1.0
Howard	1.4	2.5	91,341	166,250	11,405	4.9%	16,625- 24,938	3.2
Wicomico	1.4	2.5	75,455	137,250	6,481	3.3%	13,725- 20,588	4.4
Cecil	1.1	2.5	79,184	134,750	2,958	1.5%	13,475- 20,213	0.8
Charles	1.1	2.5	55,484	126,000	3,134	1.7%	12,600- 18,900	1.9
16,000-49,999 Population								
St. Mary's	1.1	2.5	54,519	121,750	3,976	2.3%	12,175- 18,263	1.7
Dorchester	1.4	2.5	40,578	73,000	3,918	3.8%	7,300- 10,950	2.0
Worcester	1.7	2.5	42,698	61,000	3,670	4.2%	6,100- 9,150	3.1
Talbot	2.2	2.5	52,346	60,000	3,585	4.2%	6,000- 9,000	2.5
Garrett	1.9	2.5	41,367	54,000	1,675	2.2%	5,400- 8,100	0.2
Calvert	1.2	2.5	25,663	53,750	1,055	1.4%	5,375- 8,063	2.9
Caroline	1.2	2.5	23,197	49,500	1,460	2.1%	4,950- 7,425	1.0
Queen Anne's	2.5	2.5	46,582	46,750	1,526	2.3%	4,675- 7,013	0.9
Somerset	1.0	2.5	17,792	46,750	1,604	2.4%	4,675- 7,013	1.7
Kent	1.3	2.5	21,256	40,500	1,080	1.9%	4,050- 6,075	0.1

materials so as to reach 50 percent of the number required to meet standards within five years.

It is further recommended that the Division of Library Development and Services with the cooperation of the local library systems and other agencies explore the application of newer forms of media and educational technology to the improvement of public library services and of public library operations.

Personnel

Library systems must have staff adequate in number and competent in specialized responsibilities in order to be effective. Personnel needed range from managerial and professional specialists to supportive paraprofessional, clerical, and technical assistants.

Minimum standards for personnel require 1) one staff member for each 2,000 persons in the area served by the library system, exclusive of maintenance personnel and pages; 2) one professional librarian in addition to the library director in each library system.

The number of each type of personnel needed may vary with the individual library system. Generally the following ratios should be observed:

Professional Staff	20-24%
Paraprofessional Staff	21-25%
Clerical	45%
Page and Hourly Help	10%

Twenty-one library systems fail to meet standards for professional librarians, 11 fail to meet standards for paraprofessional staff, and 22 fail to meet standards for clerical employees. (See Table 9.)

TABLE 9 — **Personnel Needs for Maryland Public Libraries: 1971-1972 To Meet Proposed Standards**

		Standard for Total (incl. 10% for pages)	PROFESSIONAL STAFF			ASSOCIATE OR PARAPROFESSIONAL			CLERICAL			PAGES		
	Present*		Present	Standard	Needed	Present	Standard	Needed	Present	Standard	Needed	Present	Standard	Needed
Total State	1,913.1	2,230	497.95	523	109.05	370	476	146.5	865.35	1,007	237.65	179.8	225	62
150,000				24%			21%			45%			10%	
Baltimore City	557	495	171	119	†	62	104	42	309	223	†	15	50	35
Prince George's	377	393	108	94	†	41	83	42	187	177	†	41	39	†
Baltimore Co.	311	350	68	84	16	58	74	16	143	158	15	42	35	†
Montgomery	277.1	305	91	73	†	43.5	64	20.5	107	137	30	35.6	31	†
Anne Arundel	119.5	171	28	41	13	31	36	5	48	77	29	12.5	17	4.5
50,000-149,999				22.5%			22.5%							
Harford	33.75	67	4.75	15	10.25	13	15	2	10	30	20	6	7	1
Washington	30.6	58	4	13	9	6.5	13	6.5	15.5	26	10.5	4.6	6	1.4
Frederick	18.25	48	3	11	8	9	11	2	5	22	17	1.25	5	3.75
Allegany	17	46	1	10	9	15	10	†	1	21	20	—	5	5
Carroll	19.8	40	2	9	7	12.1	8	†	0.5	18	17.5	5.2	4	†
Howard	29	36	4	8	4	10	8	†	11	16	5	4	4	†
Wicomico	18	30	3	7	4	5	7	2	8	14	6	2	3	1
Cecil	12	30	2	7	5	—	7	7	9	14	5	1	3	2
Charles	17.3	28	—	6	6	15	6	†	—	13	13	2.3	3	0.7
25,000-49,999				20%			25%							
St. Mary's	16	26	—	5	5	14	7	†	—	12	12	2	3	1
Dorchester	6.9	17	1	3	2	4.4	4	†	1	8	7	0.5	2	1.5
10,000-24,999														
Worcester	11	13	1	3	2	8	3	†	2	6	4	—	1	1
Talbot	8.4	13	2.2	3	0.8	1.5	3	1.5	4.1	6	1.9	0.6	1	0.4
Garrett	6.5	12	1	2	1	3	3	†	2.25	5	2.75	0.25	1	0.75
Calvert	7.5	12	—	2	2	5	3	†	0.5	5	4.5	2	1	†
Caroline	3.5	11	0.5	2	1.5	3	3	†	—	5	5	—	1	1
Queen Anne's	9	10	1	2	1	5	1	†	1	5	4	2	1	†
Somerset	4.25	10	1	2	1	2.75	1	†	0.5	5	4.5	—	1	1
Kent	2.75	9	0.5	2	1.5	2.25	1	†	—	4	4	—	1	1

* Excluding maintenance personnel.
† Meets or exceeds standards.

The Enoch Pratt Free Library meets the minimum standard for total staff. A minimum of 557 more staff is needed Statewide to meet the standards.

It is recommended that: (a) county library systems with only one professional librarian add at least one additional professional librarian immediately; (b) all library systems meet staffing standards within five years.

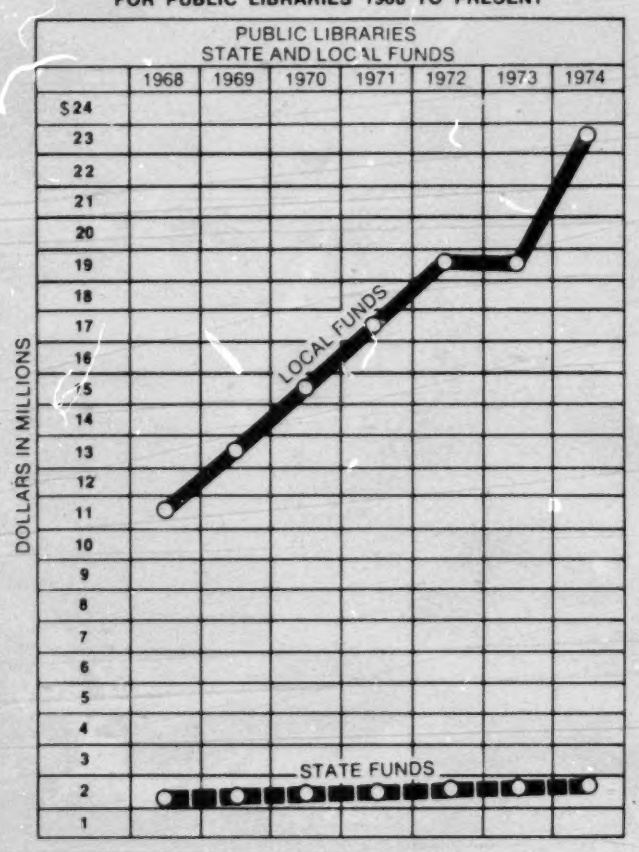
In 1972, expenditures for salaries were $15,155,902. In order for library systems throughout the State to meet standards, an additional $4,800,000 annually would need to be expended for personnel.

PUBLIC LIBRARY FINANCING

Public library system finance is based on the public library law (Article 77, Chapter 16), which provides for a minimum program of local-State support of $1.80 per capita, of which the State's share is 30 percent while the local share is 70 percent. The law's formula provides that the wealth of the county in relation to the wealth of the State determines the actual percentage of State-local funds required, with poorer counties receiving a higher percentage of State funds than wealthier counties. This equalization principle is based on the concept that local wealth and ability to support needed services should not affect access to good library service. The State has determined in its statement of library policy that "the State of Maryland, in collaboration with the counties and Baltimore City, adopts the policy to continue the orderly development and maintenance of library facilities and services throughout the State (Article 77, §162)."

Ever since the $1.80 per capita program was established in 1968, State aid has remained relatively static, increasing from $2,246,267 to $2,623,000 in 1974, in accordance with population increases during this period. At the same time local library support has more than doubled, rising from $11,963,630 in 1968 to $23,159,718 in 1974. In 1968, State aid for library operations provided approximately 20 percent of total expenditures. In 1974, State aid for library operations amounted to approximately 10 percent of the total expenditures, with local tax funds accounting for more than 85 percent.

STATE AND LOCAL EXPENDITURES FOR PUBLIC LIBRARIES 1968 TO PRESENT



During this period the costs of library books, periodicals and other materials has increased by 50 to 75 percent and staff salaries by as much as 30 percent. Other costs have increased accordingly. At the same time, library use in terms of materials borrowed from libraries has increased by one million a year.

The American Library Association recommends $7.50 per capita as basic support necessary for effective, modern public library services. In 1972 no Maryland library system met that figure although in 1974 reports on local library appropriations indicate that Baltimore and Prince George's Counties are now supporting libraries at the American Library Association level. (See Table 10.)

Variations in library support which range from $1.92 to $7.30 per capita create great imbalances in the state system. (See Table 11.) The poorer library systems are unable to provide needed books and to meet demands for adequate services to regular and special clienteles. The standards proposed in this *Master Plan* require a higher level of support than all local governments can realistically achieve within five years.

A revision of the minimum foundation program of public library financing is needed. It has been proposed by the Maryland Library Association and the Maryland Advisory Council on Libraries with the support of the Maryland State Department of Education that the 1974 State average of $6.00 per capita be the base amount of State-local support required in a revised State law. The revised legislation should also provide an increased share of State participation above the present 30 percent. The equalization and minimum guarantee provisions should be retained. The program proposed in 1974 would provide 55 percent State support for a $6.00 per capita program to be phased in over a five year period. (See Table 12.) Other alternatives of State-

TABLE 10 — **Present Library Current Expense Fund Calculated at $1.80 Per Capita and 30 Percent State Share**

Local Unit	Fiscal 1974 Required Local Contribution	Fiscal 1974 Actual Local Contribution	Fiscal 1974 State Contribution	Fiscal 1974 Total Actual Local & State Contribution
Total State	4,894,233	23,159,718	2,509,167	25,668,885
Allegany	87,487	117,897	63,353	181,250
Anne Arundel	338,640	1,259,210	238,260	1,497,470
Baltimore City	826,715	5,989,790	724,345	6,714,135
Baltimore	843,048	4,656,310	327,852	4,984,162
Calvert	29,021	68,120	13,099	81,219
Caroline	16,549	32,330	19,271	51,601
Carroll	95,787	153,750	42,633	196,383
Cecil	52,487	75,000	44,353	119,353
Charles	82,658	133,829	20,664	154,493
Dorchester	31,056	60,100	20,964	81,064
Frederick	127,939	182,431	34,421	216,852
Garrett	27,839	51,075	11,761	62,836
Harford	145,843	315,000	84,557	399,557
Howard	123,264	361,200	30,816	392,016
Kent	22,290	30,000	7,590	37,590
Montgomery	835,776	3,824,670	208,944	4,033,614
Prince George's	854,864	5,014,651	428,716	5,443,367
Queen Anne's	26,232	53,802	8,148	61,950
St. Mary's	40,431	105,123	52,089	157,212
Somerset	16,104	26,791	17,376	44,167
Talbot	35,424	69,829	8,856	78,685
Washington	122,675	294,349	67,225	361,574
Wicomico	76,682	177,090	25,018	202,108
Worcester	35,424	107,371	8,856	116,227

local support formulae and time tables for full implementation should retain the $6.00 per capita as a reasonable base of library financing for the provision of needed materials and services.

Therefore, as a first priority of State financing of libraries, **it is recommended that in 1975 the Governor and the Maryland General Assembly enact legislation that will revise the library aid formulae to provide a minimum foundation program of $6.00 per capita, provide an increase in the percentage of State support above the present 30 percent, and retain the equalization and minimum guarantee factors in the present law.**

TABLE 11 — **Statistics of Maryland Public Libraries: 1971-1972**

	OPERATING INCOME						OPERATING EXPENDITURES				
Local Unit	Total	Federal LSCA Titles I & III	State	Local	Other	Amount Per Capita	Total	Salaries	Materials	Contract	Other
Total State	23,266,851	106,796	2,449,877	19,790,339	919,839		22,695,184	15,155,902	3,767,424	1,079,458	2,692,400
% of Total		0.5%	10.5%	85.1%	3.9%			66.8%	16.6%	4.7%	11.9%
Baltimore City	6,567,887	63,204	695,366	5,483,100	326,217	7.29	6,698,251	5,017,338	702,873	213,322	764,718
Prince George's	4,735,470	—	436,171	4,274,319	24,980	6.62	4,561,092	2,987,994	778,362	252,570	542,166
Baltimore Co.	4,500,019	2,226	306,246	3,839,111	352,436	7.07	4,340,347	2,379,731	835,452	286,329	838,835
Montgomery	3,641,599	—	199,476	3,442,030	93	6.57	3,338,749	2,470,859	757,360	8,310	102,220
Anne Arundel	1,227,288	—	234,777	944,638	47,873	3.95	1,227,288	806,046	202,893	92,462	125,887
Harford	344,453	—	79,164	242,260	23,029	2.82	343,624	191,810	91,763	27,609	32,442
Washington	338,120	—	68,699	250,399	19,022	3.19	328,078	210,706	50,993	28,398	37,981
Frederick	224,324	—	35,708	143,000	45,616	2.57	186,304	121,347	30,178	7,848	26,931
Allegany	176,576	—	63,413	106,170	6,993	2.11	176,576	94,854	41,124	15,461	25,137
Carroll	169,050	—	40,426	126,000	2,624	2.35	168,279	101,372	32,039	23,351	11,517
Howard	271,947	—	23,940	232,955	15,052	4.09	274,244	161,276	63,857	35,603	13,508
Wicomico	182,871	—	24,043	151,840	6,988	3.33	174,979	110,098	35,047	13,221	16,613
Cecil	105,433	—	44,503	53,291	7,639	1.96	108,058	76,192	14,691	5,529	11,646
Charles	111,983	—	29,938	80,682	1,363	2.25	113,475	75,615	18,717	16,716	2,427
St. Mary's	120,917	—	51,772	66,921	2,224	2.48	116,410	68,580	20,795	9,849	17,186
Dorchester	58,809	—	21,975	34,100	2,734	2.01	73,211	39,699	19,326	5,518	8,669
Worcester	80,151	—	8,784	69,497	1,870	3.28	76,877	48,876	14,050	4,940	9,011
Talbot	107,645	22,816	8,640	59,071	17,118	4.49	82,973	57,118	13,963	2,965	8,927
Garrett	69,262	18,100	14,001	32,696	4,465	3.21	55,473	29,422	8,675	7,969	9,407
Calvert	51,997	—	13,870	37,699	428	2.42	53,622	25,270	9,576	6,728	12,048
Caroline	49,083	—	18,622	28,360	2,101	2.48	58,706	15,318	5,075	7,924	30,389
Queen Anne's	56,248	—	6,883	41,750	7,615	3.01	57,732	32,821	9,958	1,130	14,823
Somerset	38,145	—	17,628	20,000	517	2.04	37,946	23,672	7,575	1,780	4,919
Kent	37,574	450	5,832	30,450	842	2.32	42,890	9,889	4,082	3,926	24,993

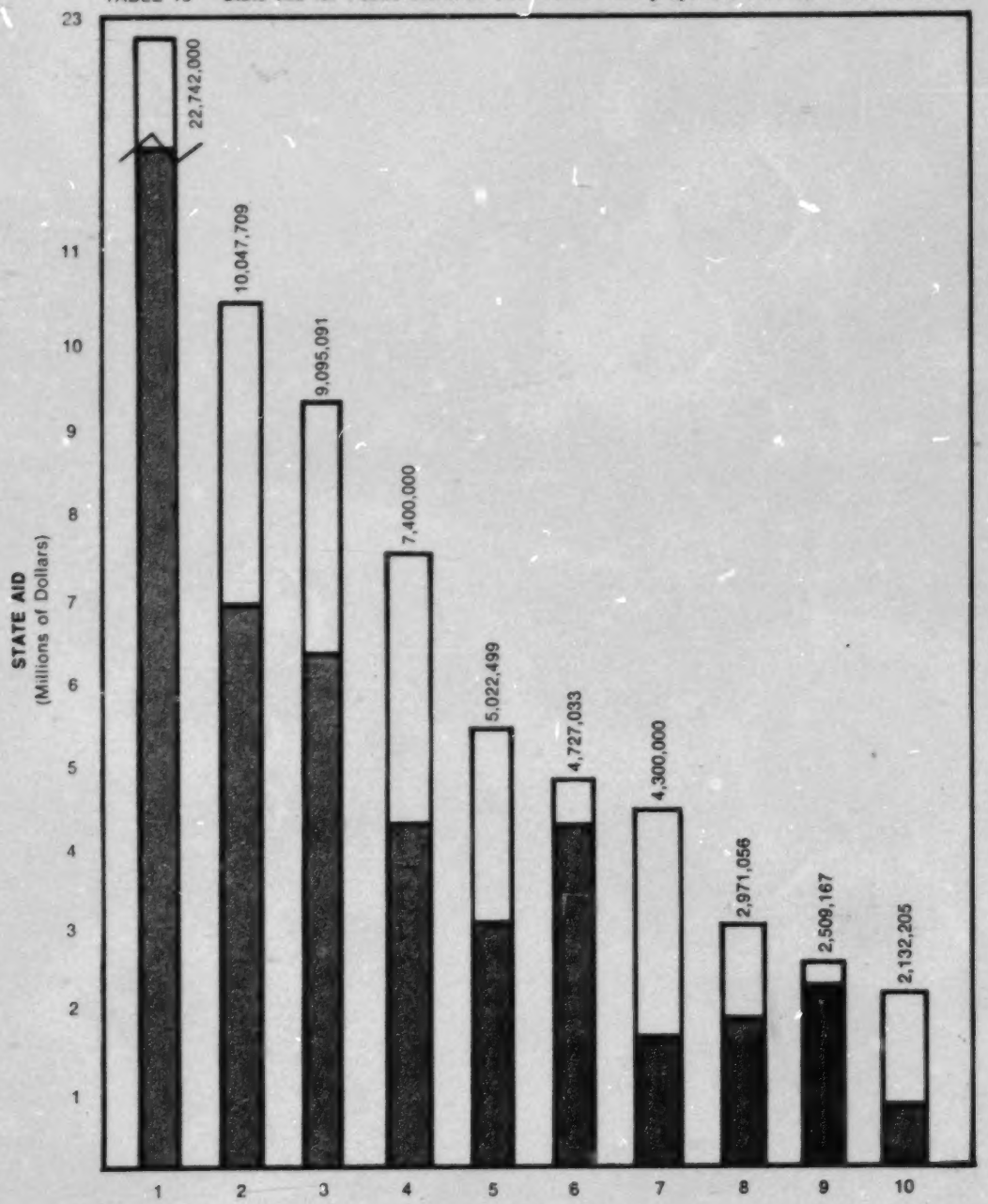
TABLE 12 — **Proposed Library Current Expense Fund Calculated at $6.00 Per Capita, 55 Percent State Share, Phased-In Over Five Years**

Local Unit	Local Contribution Required Under Proposed Bill	Fiscal 1974 Actual Local Contribution	State Contribution Required Under Proposed Bill	Fiscal 1974 Actual State Contribution	Fiscal 1979 State Contribution	Fiscal 1979 Required Local Contribution
Total State	6,206,357	23,159,718	4,842,133	2,509,167	13,716,388	11,220,211
Allegany	99,299	117,897	121,116	63,353	338,731	162,868
Anne Arundel	444,706	1,259,210	415,142	238,260	1,127,193	830,607
Baltimore City	964,269	5,989,790	1,341,770	724,345	3,506,039	1,583,761
Baltimore	1,054,093	4,656,310	674,177	327,852	2,037,328	1,906,472
Calvert	35,304	68,120	25,512	13,099	81,160	61,640
Caroline	20,926	32,330	31,345	19,271	80,954	37,846
Carroll	113,652	153,750	89,172	42,633	278,993	194,407
Cecil	65,555	75,000	77,629	44,353	206,719	116,081
Charles	89,236	133,829	59,695	20,664	221,378	138,022
Dorchester	37,554	60,100	38,646	20,964	105,515	66,685
Frederick	153,808	182,431	85,184	34,421	296,610	251,790
Garrett	32,470	51,075	25,446	11,761	79,070	53,530
Harford	182,068	315,000	162,860	84,557	473,821	313,379
Howard	148,195	361,200	65,741	30,816	225,169	326,831
Kent	26,905	30,000	16,367	7,590	52,568	46,432
Montgomery	1,169,402	3,824,670	394,894	208,944	1,124,295	2,446,305
Prince George's	1,137,425	5,014,651	855,007	428,716	2,427,412	1,927,388
Queen Anne's	32,493	53,802	17,763	8,148	59,422	55,778
St. Mary's	49,450	105,123	85,118	52,089	225,820	85,580
Somerset	19,155	26,791	29,685	17,376	79,749	31,251
Talbot	45,321	59,829	19,311	8,856	61,563	86,637
Washington	145,406	294,349	137,362	67,225	400,124	234,676
Wicomico	88,085	177,090	60,523	25,018	198,262	143,738
Worcester	51,580	107,371	12,668	8,856	28,493	118,507

The following Public Library graphs compare Maryland with the top ten states in the categories of state aid, expenditure per capita, total volumes in public libraries, and volumes per capita. All figures are based upon information contained in the *American Library Directory*, 28th edition 1972-1973, and represent 1970-1971 data.

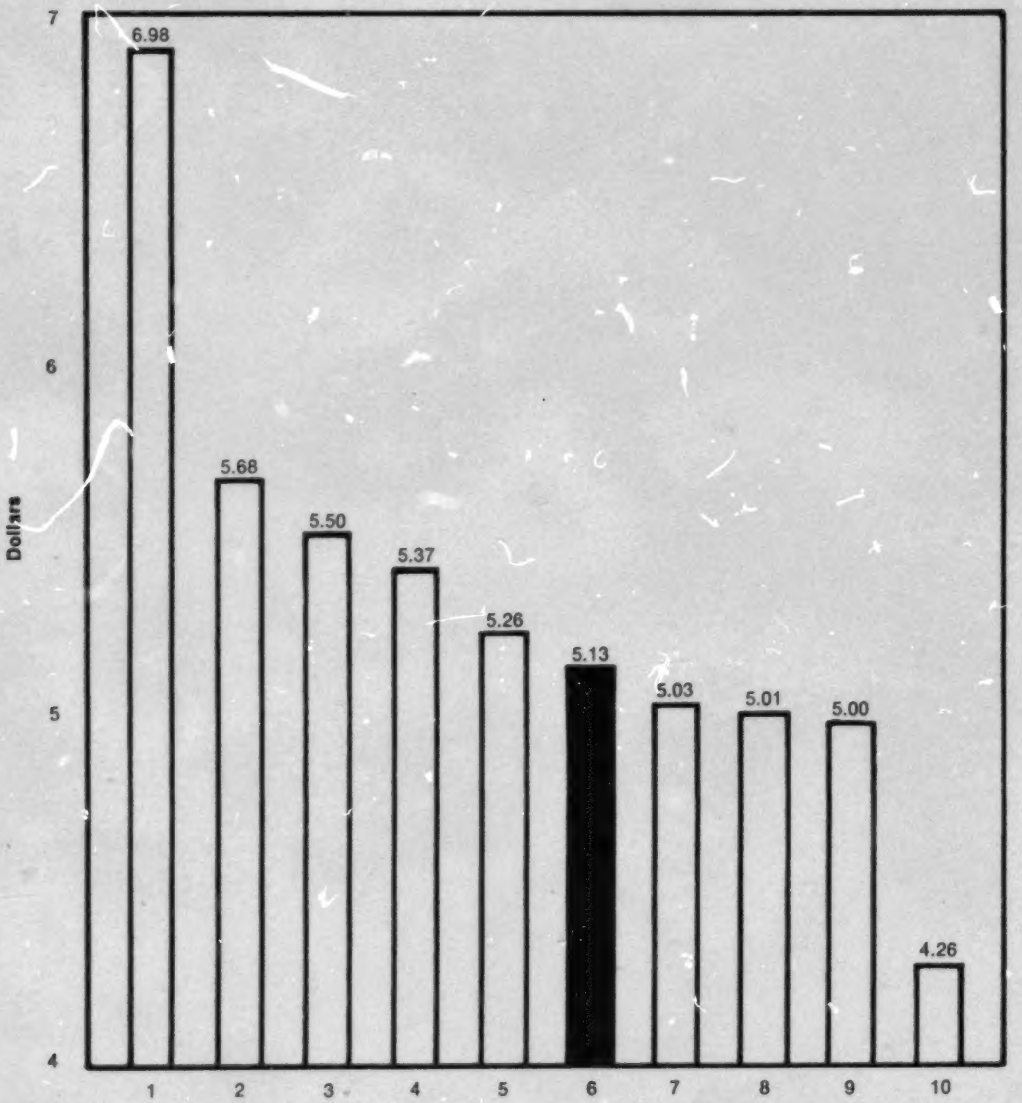
The states listed will vary from graph to graph because the top ten in each category vary. It should be noted that Maryland has dropped in rank in state aid for public libraries from 1971 to 1974 and that it registered the smallest increase in aid of the ten states listed.

TABLE 13 — **State Aid for Public Libraries and Public Library Systems 1970-1971 and 1973-1974**



NOTE: Shaded portion represents 1970-1971 amount. Figures do not include State Aid for buildings.

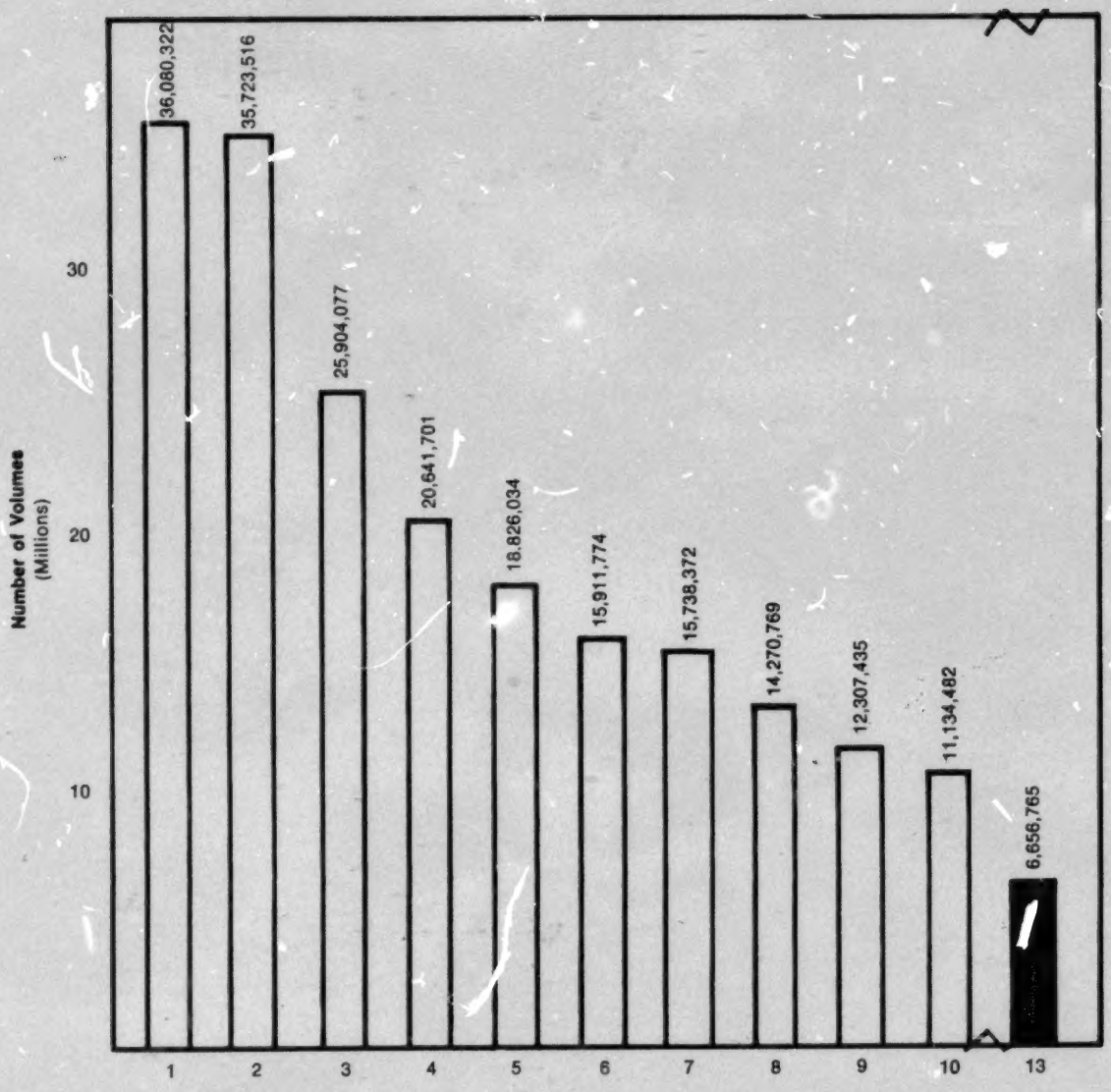
TABLE 14 — **Expenditure Per Capita for Public Libraries 1970-1971 — Selected States**



States in Ranked Order

1. New York
2. Michigan
3. Massachusetts
4. Ohio
5. California
6. Maryland
7. Connecticut
8. Washington
9. New Jersey
10. Wisconsin

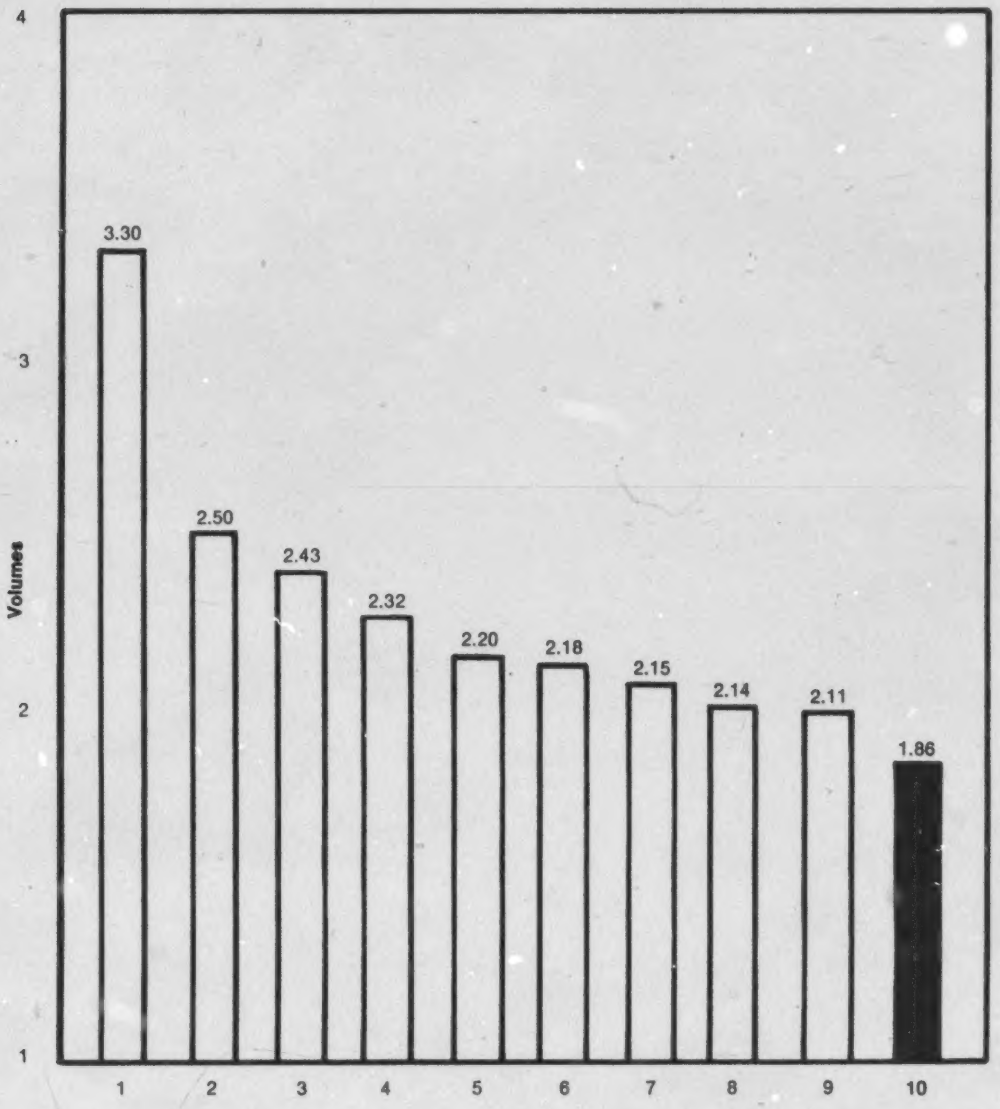
TABLE 15 — Total Volumes in Public Libraries 1970-1971 — Selected States



States in Ranked Order

1. California
2. New York
3. Ohio
4. Michigan
5. Massachusetts
6. New Jersey
7. Illinois
8. Pennsylvania
9. Texas
10. Indiana
13. Maryland

TABLE 16 — **Volumes Per Capita for Public Libraries 1970-1971 — Selected States**



States in Ranked Order

1. Massachusetts
2. Connecticut
3. Ohio
4. Michigan
5. Wisconsin
6. New Jersey
7. Missouri
8. Indiana
9. Washington
10. Maryland

CHAPTER III

The State Library Network and Cooperative Library Services

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INTRODUCTION

Interinstitutional cooperation and coordination among academic, school, and public libraries serves a number of purposes: it makes resources available to more people, avoids unnecessary duplication, and provides for effective and economic utilization of resources.

Maryland public library systems through the years have developed many noteworthy cooperative projects which combine various types of services:

1. Reciprocal user privilege, which provides any resident of Maryland access to all collections in the state.
2. Cooperative centralized acquisition, cataloging, and processing for all materials for 19 of the 24 county public library systems at a per unit cost of $1.50 (Maryland Materials Center, Salisbury, Maryland).
3. Regional development of resources, materials, and services through designated regional library resource centers.
4. Extensive interlibrary loan systems by means of teletype between counties, the State Library Resource Center, and the University of Maryland's McKeldin Library.
5. Cooperative inter-county and statewide staff development and continuing education meetings.

COORDINATED PLANNING AND DEVELOPMENT OF LIBRARY RESOURCES

The Division of Library Development and Services has provided consistent stimulation and support of cooperative programs through:

- Consultant services,
- Grants of Federal Funds (LSCA) Administered for Cooperative Projects,
- Joint planning,
- Seminars and workshops,
- Studies and publications.

In 1974, the *Guide to Specialized Resources in Maryland Libraries,* produced by the joint efforts of the Maryland State Department of Education, Division of Library Development and Services; the Council for Higher Education; the Baltimore Chapter, Special Libraries Association; and the Baltimore County Public Library, was published and distributed by the State Department of Education. The *Guide* identifies the special collections and subject strengths of all types of Maryland libraries both public and private, in government, business, academic, and other specialized fields. It also provides information on policies governing access to the material by the public.

The *Guide* will serve as a directory for the location of specialized materials and the policies governing their use by the public. It will assist all types of libraries in directing their readers to sources of specialized materials or in securing material on interlibrary loan.

In 1974-75, the Division of Library Development and Services will conduct regional and State discussions on maximum utilization of the *Guide*. Local, regional and State interinstitutional planning groups will utilize the *Guide* in developing their plans for cooperation. In 1976-77, the use of the *Guide* will be evaluated and the need to update and republish decided.

Local Cooperation

Informal cooperative activities exist among the three types of libraries within the counties. These activities include the following:

1. A union catalog of holdings and cooperative development of resources of the Charles County Public Library and the Charles County Community College. Interlibrary loan and daily delivery of materials among the public libraries, the colleges, and the Boards of Education of the three Southern Maryland Counties have been in operation for a year.
2. Cooperative sharing of resources of the Montgomery County Department of Public Libraries, the Montgomery County School System, and Montgomery County Community College.
3. Client referral and interlibrary loan between Salisbury State College and the Eastern Shore Regional Resource Center.
4. Special curriculum and school-related materials for students and teachers available at the Annapolis and Anne Arundel County Public Library through an agreement with the Board of Education.
5. Coordinated school/public library facility planning between the Carroll County Board of Education and the Carroll County Public Library.
6. Cooperative sharing of costs of an expanded public library facility at Laurel to serve residents of Anne Arundel and Prince George's Counties.
7. Cooperation between Chesapeake Community College and Talbot, Queen Anne's, and Kent public libraries on selection and shared use of periodicals and on the development of joint periodical collections on microfilm.
8. Cooperative delivery service involving the Wicomico County Free Library and the Wicomico County Public Schools to facilitate the movement of materials between the public library and the public schools.

These informal cooperative patterns of service have served to coordinate the efforts of libraries and to offer strength and recognizable extensions to their capabilities. State officials, local boards of public library trustees, local boards of education, and key administrators responsible for library services must provide the stimulus and planning incentives for continuation and extension of such activities.

An officially constituted planning committee representing the library interests in the county is a first step in planned cooperation. Many local cooperative activities currently exist without formal structure to provide for their continuance.

Since local public libraries, schools, and community colleges are each governed primarily by separate local boards, cooperation and coordinated planning should be undertaken under their direction. The function of a joint committee should be (a) to analyze current policies and resources of libraries, (b) to conduct a feasibility study of joint facilities, (c) to identify disparities in resources and

services, (d) to identify unnecessary duplication, (e) to recommend cooperative programs and services, (f) to provide for review and evaluation and (g) to report annually on the program. **Therefore, it is recommended that an inter-institutional library planning committee be established in each county of the state through the joint action of the local Board of Public Library Trustees, Board of Education, Board of the Community College, and Boards of Institutions of higher education, where such exist.**

In some situations local planning may lead to the development of a single facility to serve as a public/community college library or a public/school library. The consolidation of library facilities into multi-purpose libraries poses problems requiring careful consideration of factors that lead to or hinder the success of combined library services. To date investigation of the literature of combined library facilities has not led to the discovery of any successful experiment that could be used as a basis for a model in Maryland.

If combined facilities are to be developed and successfully operated, it will be necessary to resolve major problems concerning site location, acquisition policies, and restrictive use policies. Early joint planning and commitment to experimentation are implicit in such an exploration.

The State Department of Education supports the planning and development of pilot projects which will determine the circumstances under which joint facilities and services are feasible.

The Division of Library Development and Services is charged with the responsibility for leadership in the planning and coordinated development of library services in the state. Its role in regional, metropolitan and local inter-institutional cooperation should assure coordinated efforts at the State level as well as provide guidance to local efforts. **It is recommended, therefore, that the Division of Library Development and Services encourage and support the development of cooperative library programs through the following activities:**

a. **Providing staff assistance and consultant service to the planning and development of local and regional projects;**
b. **Acting as a clearing house and source of information on cooperative activities;**
c. **Providing continuing educational opportunities on interlibrary cooperation for library and educational personnel;**
d. **Initiating study and research activities on cooperative potentials between all types of libraries;**
e. **Utilizing the federal Library Services and Construction Act and such other funds as are available to stimulate and support interinstitutional cooperative activities; and**
f. **Providing evaluation, reporting and dissemination of information about cooperative programs in the State.**

Systematic planning among the academic, school, and public libraries of the state is essential so that decisions are rational and not based on impulse and intuition. In order to promote cooperative efforts among types of libraries, therefore, **it is recommended that the State Board of Education in cooperation with the Council for Higher Education and the State Board of Community Colleges prepare guidelines and criteria for interlibrary cooperation among the types of libraries.**

The Division of Library Development and Services and the College of Library and Information Service, University of Maryland, are developing joint plans for selected training and educational activities designed to meet library leadership training needs as expressed by library directors, faculty, and key library and media personnel. To this end, **it is recommended that the University of Maryland College of Library and Information Service assist in furthering knowledge and information on interinstitutional cooperation through conferences, institutes, research activities, and courses.**

Regional Cooperation

Some library needs may be met more effectively through regional planning. Compatibility of technological equipment and the development of a joint policy of acquisition and circulation control could lead to reduced costs and effective sharing of resources. The present structure provides a mechanism for further regional planning and cooperation. Therefore, **it is recommended that regional library planning be continued and expanded under the present Librarian Technical Committees of the two Councils of Government in the metropolitan regions and the Advisory Committee to the three regional library resource centers in Western Maryland, Southern Maryland, and the Eastern Shore.**

State Network

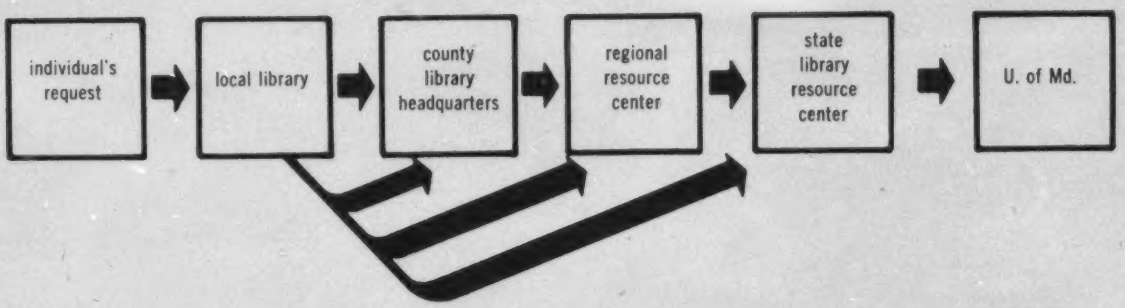
The evolving State Library Network is a system of interlibrary cooperation which includes the sharing of existing resources in a systematic way and the building up of needed resources. Maryland's public library law designates the Central Library of the Enoch Pratt Free Library of Baltimore as the State Library Resource Center. (Article 77 §168) It provides for the establishment of Regional Resource Centers in non-metropolitan regions of the state and for metropolitan cooperative library service programs. These programs are to be initiated by the State Department of Education and funded by the State.

The 1971 law formalized the voluntary programs developed previously and funded as pilot programs by Federal Library Services and Construction Act funds and the interlibrary loan services performed by Enoch Pratt Free Library since 1960 and funded by State funds.

The largest and most comprehensive system of interlibrary cooperation in Maryland is located at the State Library Resource Center (Enoch Pratt Free Library), which has been established by State law and by agreement with the Division of Library Development and Services of the State Department of Education. Central to its operation is a teletype network between the State's county public libraries, by which films, book loans, or Xerox copies of periodical articles are made available to Maryland citizens in local areas. The Library of Frostburg State College is the only state-supported institution of higher learning connected by teletype to this system.

Both State and community college libraries may make application by mail, or by telephone, for loans from Pratt Library. The inclusion of the University of Maryland's McKeldin Library within the network as a "backstop" resource for material which could not be supplied by the Pratt System has proved to be a significant move. In the Fiscal Year 1972-73, the State Library Resource Center supplied 45,283 requests, and the McKeldin Library supplied 3,222 requests referred to it by the network.

A Request For Material As Processed By The Maryland Network



A major function of the Network is Interlibrary Loan. Although these loans are relatively few in number when compared to other forms of library circulation and reference services, interlibrary loans are significant beyond their number for their assistance to the "serious" borrower. Such loans are of special help in a time of early growth when the library resources of new institutions are too limited to serve all but the most elementary needs of readers. This network enables any library user in the State to receive information and material from a major regional or state library collection.

Improvement in this delivery system needs to be made in (1) identifying location of needed materials in other collections; (2) referral of unfilled requests to other libraries; (3) building up collections in regional and State centers of specified materials not available elsewhere (i.e., educational materials for teachers, 16mm educational films); (4) developing a union list of serials and holdings in specified subject areas; and (5) providing access to information in national computerized data banks, such as the Educational Resources Information Center (ERIC) and the New York Times Index. Specific recommendations for improvement of these functions are made in later sections.

The present Maryland interlibrary loan network is an example of a network oriented to users. Another network of a different type is being developed through which services are provided by one or more libraries to support activities and programs among the cooperating institutions. An example of this latter type of support-service is a computerized data base designed to establish a union catalog of holdings of Maryland Academic Libraries, create computerized technical processes, and instigate special resource searches.

The State should support this important effort to establish one comprehensive data base and should develop cooperative programs with the objective of developing appropriate guidelines and standards. Therefore, **it is recommended that plans be developed in coordination with the computerized data-base project for academic libraries to ensure compatibility and eventual integration of the list of holdings of the State Resource Center with the data bank of holdings of other major collections in the state.**

REGIONAL LIBRARY RESOURCE CENTERS

The single county basis for public library development in Maryland has worked well for the metropolitan areas of Montgomery, Prince George's, and Baltimore Counties. However, the smaller counties of Southern Maryland, the Eastern Shore, and Western Maryland cannot emulate the services and collections of the larger systems. To compensate for this imbalance, the rural sections of the state have been considered library regions in which several counties are served by a Regional Resource Center. These centers form an immediate link between local libraries in the region and the State Library Resource Center. For planning purposes, the Division of Library Development and Services of the State Department of Education divides the State into five regions; these divisions differ from the State Planning Department regions because of the library resources that exist in the areas and because of the traffic and use patterns across county lines.

Library Planning Regions	Population
1. **Western Area** Garrett, Allegany, and Washington Counties	209,349
2. **Baltimore Metropolitan Area** Baltimore City, Baltimore, Anne Arundel, Carroll, Cecil, Harford, and Howard Counties	2,124,021
3. **Washington Metropolitan Area** Montgomery, Frederick, and Prince George's Counties	1,268,303
4. **Southern Maryland** Calvert, Charles, and St. Mary's Counties	115,748
5. **Eastern Shore** Kent, Queen Anne's, Talbot, Caroline, Dorchester, Wicomico, Worcester, and Somerset Counties	205,038

Maryland's public library law states:

> Any three or more public library systems outside the standard metropolitan statistical areas as defined by the United States Bureau of the Census, acting through their several boards of library trustees, may request the State Department of Education to establish and maintain a regional resource center for the purpose of providing through mutual cooperation and coordination books, information, and other material and service resources which an individual library could not adequately provide by itself. (Article 77 § 169 a.)
>
> Any county public library system located within the standard metropolitan statistical areas in Maryland as defined by the United States Bureau of the Census and any other county library systems not included in a regional resource center which choose to be included may participate in a metropolitan cooperative services program. (Article 77 § 169 b.)

The designated Regional Library Resource Centers are located in the Central Wicomico County Free Library in Salisbury, the central Charles County Public Library in La Plata, the central Washington County Free Library in Hagerstown, and the State Library Resource Center in Baltimore City (See Library Planning Regions). These centers provide interlibrary loan for the smaller county library systems in the region as well as specialized staff, services, and materials needed by the member libraries.

Regional Resource Centers are working with local school systems and academic libraries in order to utilize to the fullest their own resources as well as those of other institutions. With appropriate State funding such activities can be greatly expanded. Therefore, **it is recommended that regional resource centers, through involvement with other libraries and educational agencies, move toward serving and coordinating resources of all libraries in the region.**

Criteria for materials, staff, and services of the Regional Resource Centers have been established by the Division of Library Development and Services in accordance with its legal responsibility. (Article 77, §169 a(6) "The regional resource centers shall be administered in conformance with the standards and criteria of the State Department of Education. . . .")

Each Center serves as the first step of the library network for member libraries to call upon for additional services and resources. The established criteria for a basic collection of a Center is as follows:

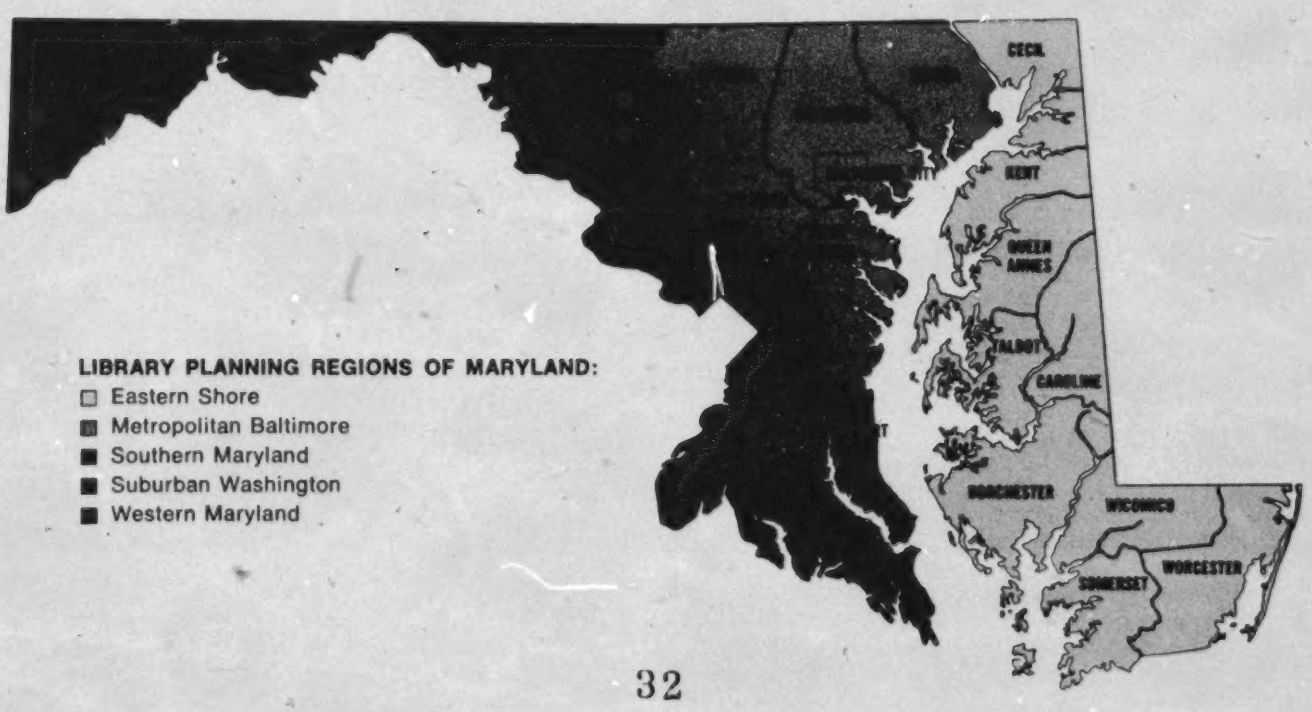
Minimum of 100,000 adult titles
Minimum of 250 periodical titles
Minimum collections of 1,500 films (16mm)
Minimum collections of 2,000 recordings
Minimum collections of 500 filmstrips
Minimum collections of 500 films (8mm)
Minimum collections of 1,000 cassettes

In addition to minimum standards for Center collections, criteria have been established for appropriate numbers of staff to carry out the functions of a Regional Resource Center.

The services of the Regional Resource Centers emphasize the identification of library and information needs, the provision of specialized services for specific clienteles of the region, and interlibrary loan functions to all libraries within the area.

Therefore, **it is recommended that Regional Library Resource Centers develop an approved plan consistent with the criteria established by the State Department of Education for implementing staff, collection, and service standards within a five-year period.**

The present State law permits the State Department of Education to include in its annual budget an amount for the operating costs of the Regional Resource Centers. Originally, the Centers were funded as pilot projects with the aid of federal funds from the library Services and Construction Act (P. L. 91-600). Within the last two budget



LIBRARY PLANNING REGIONS OF MARYLAND:

- Eastern Shore
- Metropolitan Baltimore
- Southern Maryland
- Suburban Washington
- Western Maryland

years the State of Maryland appropriated funds for the Centers. Their appropriations are shown below.

	1970 Federal	1971 Federal	1972 Federal	1973 State	1974 State
(a) *Eastern Shore Regional Resource Center*	$ 91,630	$ 91,630	$101,511	$111,260	$142,390
(b) *Southern Maryland Regional Resource Center*	40,000	40,000	49,724	51,437	65,830
(c) *Western Maryland Regional Resource Center*	70,000	70,000	54,451	77,804	95,730
	$201,630	$201,630	$205,686	$240,541	$303,950

By 1976, the specific needs of each region will have been determined, and subsequent allocations should be made on a need-and-use basis rather than on a pre-determined formula. Therefore, **it is recommended that State funds for Regional Resource Centers be increased by $150,000 per year for the next two years and be allocated on a percentage increase to each Regional Resource Center.**

THE STATE LIBRARY RESOURCE CENTER

Because of the extent of its collection, the percentage of reference materials within the collection, and its central geographical location within the state, the central facility of the Enoch Pratt Free Library system in Baltimore City has been designated by law as the State Library Resource Center.

Maryland does not have an official comprehensive State library such as exists in New York, Ohio, Pennsylvania, and New Jersey. Provision has been made for Maryland's legislative reference, law, and archival collections, but not for a general reference and research collection comparable to other state libraries. The 1971, Maryland library law was designed to correct this major deficiency and to designate the largest of the State's tax-supported libraries open to the total public as the State Library Resource Center and the summit of Maryland's bibliographic networking activities. The law states:

> In order to provide continued and expanding access by the citizens of Maryland to specialized library materials and services available only at the Central Library of the Enoch Pratt Free Library system, such materials and services being vital to educational endeavors and necessary for coordinated economical and efficient library services in Maryland, the General Assembly hereby declares the Central Library system to be the State Library Resource Center. (Article 77 § 168(a).)

The Enoch Pratt Free Library with its vast resources is one of the nation's great public library collections. The Central Pratt Library as the State Library Resource Center contains approximately 1,250,000 items, about 20 percent of the total volumes owned by all the public library systems in the state and equivalent to the holdings of Johns Hopkins University (1,710,000) and the University of Maryland at College Park (1,160,000). Its greatest strengths are in retrospective holdings: federal, state, and city documents; Maryland and City historical materials; the George Peabody collection of English and American history, literature, archeology, art history, early science, architecture, and local history.

All residents of Maryland have access to the State Library Resource Center, use its collections, and borrow materials on the same terms as Baltimore City residents. Twenty-six percent of the 500,000 people who use this library annually live outside the city. The two largest groups of users were professionally employed adults (30 percent) and college students (22.1 percent).

These resources are extended also to all Maryland citizens through a teletype communications system centrally located in the Pratt Central building. Send-receive teletype installations in each of 23 county public library systems, the three Regional Resource Centers, Frostburg State College, and the McKeldin Library of the University of Maryland provide ready access to client's requests from almost all locations in Maryland. In addition, the State's academic, special, and government libraries request interlibrary loan services either directly or through a local library. The interlibrary loan system in 1973 processed over 70,000 requests and supplied 28,071 print items and 17,212 films.

The law is ambiguous regarding the extent of the State's responsibility for direction, policy control, and funding of the State Library Resource Center. A contract currently exists among the City of Baltimore, the Pratt Library Board of Trustees, and the Maryland State Department of Education on the State Library Resource Center. This contract contains provisions assuring that (1) plans, policies, and procedures (for the State Library Resource Center) will be developed and mutually agreed to by the contracting parties and (2) the City and the Pratt Board of Library Trustees agree to maintain, develop and expand the special collections and services in accordance with identified and mutually agreed to needs.

The Department of Education, Division of Library Development and Services, should take a more active role in the planning and development of the services of the State Library Resource Center and in their evaluation. The terms of the contract should be reviewed annually to assure that it is adequate to preserve and further the interests of the

State in the development of resources and services of the State Library Resource Center.

The State Division of Library Development and Services should have the responsibility of assuring that the collection, policies, and services of the State Library Resource Center are compatible with identified State interests and needs; it should approve the budget for the expenditure of State funds appropriated for State Library Resource Center purposes; and it should review and evaluate services performed.

As a major State Library, the State Library Resource Center should direct its collections and policies to the needs of the State which cannot be filled by individual libraries and systems. These include both direct and interlibrary loan access to all resources and services, specialized services to agencies and departments of State government, coordination with other major libraries, and provision for access to and referral of requests for materials and public information on resources and services available.

Data from studies conducted in 1973 identify areas of the collection and services of the State Library Resource Center which need to be strengthened and include the following:

- Policies for collection growth based on identification of user needs,
- Strategies for coordination of acquisitions with the University of Maryland and other major library resources so that needless duplication may be avoided,
- Review of current policies and regulations regarding access and use of resources,
- A public information program of the resources and services available,
- The referral of unfilled requests to other libraries,
- A design for the establishment of communication channels for the library interests in the state,
- The involvement of the Division of Library Development and Services in planning and policy formulation.

In view of the foregoing, **it is recommended that the State Library Resource Center in cooperation with the Division of Library Development and Services develop a plan consistent with the recognized functions of State Libraries for meeting the identified library/information needs of the State.**

The State Department of Education has appointed an advisory committee representing the library interests in the state. **It is recommended that the State Department of Education continue to provide review and evaluation of the State Library Resource Center services through advisory groups, studies, and other appropriate means.**

The Advisory Committee should request such information and studies as it feels necessary in order to advise the State Division of Library Development and Services and the Enoch Pratt Free Library on the policies, acquisitions, and services of the State Library Resource Center. It should review plans, programs and budget expenditures.

No comprehensive data exist on the library and information needs of the departments and agencies of State government or the current library holdings of individual agencies and their use of the Pratt Central Library. Therefore, **it is recommended that by 1977 the Division of Library Development and Services in conjunction with officials of Enoch Pratt Free Library study the library and information needs of State government and prepare recommendations for State Library Resource Center functions and services in meeting these needs.**

Financing

The State responsibility for funding has not been resolved in terms of the amount or kind of funding needed and its relationship to Baltimore City responsibility and City funding. This undefined area includes responsibility for support of both ongoing and developing operations and for the capital improvement program.

The legislation regarding funding allows the State Department of Education to include in its annual budget:

> . . . Such amounts as are considered appropriate and equitable for annual operating costs incurred at the State Library Resource Center in providing specialized research and reference materials to the State Library system. (Article 77 §168b.)

State funding in 1974 of the State Library Resource Center includes $200,000 for interlibrary loan and teletype costs plus the amount of $440,000 specifically designated for the State Library Resource Center. Baltimore City support for the Central Enoch Pratt Library is $1,770,000. In 1975, State support of the State Library Resource Center will increase by some $300,000, with funds allocated also for contractual arrangements with other institutions for library resources.

There are several positions that the State might take in regard to funding (1) the Pratt Central Library is a valuable State resource and the interests of the State will be served by providing for its maintenance and further development through an annual grant that contributes all or a specified percentage of the operational costs; (2) the Pratt Central Library's resources should be made available to the entire state and the State should provide reimbursement for use made by the rest of the State outside the City and should assist in acquiring specified collections based on identification of need.

Options range from minimal funding based on a token reimbursement for out-of-city use to 100 percent State funding for all of the State Library Resource Center operations to total State ownership and operation. State cost of these options range from $1,000,000 to $3,000,000. It is important that the potential in each of the possible choices listed below be considered and those approaches which offer the most effective services be adopted.

1. Reimburse Baltimore City for use by out-of-city residents (25-30 percent of State Library Resource Center budget); provide 100 percent of State funds for direct costs of specified State services and provide funding to build collections in specified subject areas. The option directs a substantial portion of the allotted State funds toward providing improved and expanded collections and services. It requires the continued financial support of Baltimore City to maintain a portion of general staff and other costs. Estimated annual cost to the State: $2,000,000.
2. Provide reimbursement of 50 percent of the total cost of the State Library Resource Center operation based on the budget of the previous year; 100 percent funding would be provided for specified State services and agreements. This choice has the advantage of ease of

computation and administration. Estimated annual cost to the State: $1,500,000-$2,000,000.

3. Base the State funding on the size of the Central Pratt collection in comparison with major public library collections in the region plus 100 percent State funds for specified services. Estimated annual cost to the State: $2,400,000.
4. Pay 100 percent of all the State Library Resource Center's operating costs, less the cost of operating an average branch library, plus all costs of direct State services. The implication of options 3 and 4 is that funding of the State Library Resource Center is solely a State responsibility. The State Department of Education is reluctant to endorse this concept so long as ownership and administrative and policy control rest with Baltimore City and the Pratt Library system.
5. Acquire the Pratt Central Library from the City of Baltimore and provide a State-owned and -operated State Library Resource Center. This option should be explored by City and State officials.

The State Department of Education at the present time endorses the first of these options while Baltimore City's position is that the State should assume the total cost of the operation of the State Library Resource Center except for certain overall system administrative functions.

This issue must be resolved so that planning and budgeting by the Pratt Library and State Department of Education staffs can be effective.

Therefore, **it is recommended that the Governor appoint an ad hoc committee representative of State and City governmental and library interests to recommend policy for funding of the State Library Resource Center. As an interim policy, it is recommended that budget requests of the State Library Resource Center and the State Department of Education be based upon the provisions of the first alternative.**

CHAPTER IV
School and Academic Libraries

INTRODUCTION IV-3

SCHOOL LIBRARY/MEDIA CENTERS

Collections IV-3
Supervision and Staffing IV-4
Cooperative Development IV-4
Facilities IV-5

ACADEMIC LIBRARIES*

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Facilities IV-9
Personnel IV-13
Growth Patterns IV-16
Coordination IV-18

* This part of chapter IV has been prepared by the Maryland Council for Higher Education.

INTRODUCTION

School and academic libraries have a clearly defined role to perform. They must support the curricular requirements of their individual institutions and serve the information needs of students and faculty.

Changes in society as well as the changes in curriculum and in the amount of available information have made it impossible for any single institution to be self-sufficient. Along with the public libraries, school and academic libraries form an essential part of the State's library resources.

The sections which follow detail the requirements for collections, facilities, and personnel that will support the operations of individual institutions, and school systems and will contribute to the overall development of a network of information resources.

SCHOOL LIBRARY/MEDIA CENTERS

Collections

A wide range of materials enhance the learning process today. These learning materials are available in many formats — tapes, audio/video cassettes, films, slides, pictures, and recordings. Because each school should have enough of these materials to meet the curricular needs of students, the Maryland State Department's *Criteria for Modern School Media Programs* recommends an initial library/media collection of 12,000 to 18,000 items or a minimum of 20 to 30 items per pupil. Yet, although more than 99 percent of Maryland public school students attend a school with a school library/media center, none of these libraries is equipped adequately to meet student needs.

According to the above *Criteria*, Maryland schools continue to need some 7,000,000 additional items or about 8 items per pupil at a total cost of approximately $35,000,000.

However, it is unrealistic to expect school systems to increase their collections by about 40 percent within five years. Therefore, **it is recommended that a portion of the additional State Aid appropriated to each local educational agency under the 1973 revision of the school financing formulae be utilized to build up those library/media collections in each school which now fall below 75 percent of the recommended number of items.** A school-by-school analysis will be necessary to assure that those collection increases meet the needs of the individual school, its pupils, and the curriculum.

In 1972, an average of $5.12 per pupil was expended for library/media materials.

TABLE 17 — **Percentage of Schools With and Without Media Centers — Maryland Public Schools: 1972-1973**

Local Unit	No. of Schools	No. of Media Centers	Percent of Schools With Media Centers	No. of Schools Without Media Centers	Percent of Schools Without Media Centers
Total State	1,333	1,284	96.3	53 (49)	3.2
Allegany	36	33	91.7	3	8.3
Anne Arundel	97	94	96.9	3	3.1
Baltimore City	211	198*	94.0	14	6.0
Baltimore	158	155	98.1	3	1.9
Calvert	12	10	83.3	2	16.7
Caroline	10	10	100.0	0	0
Carroll	28	27	96.4	1	3.6
Cecil	25	25	100.0	0	0
Charles	26	26	100.0	0	0
Dorchester	22	16	72.7	6	27.3
Frederick	34	32	94.1	2	5.9
Garrett	17	17	100.0	0	0
Harford	38	39†	100.0	1	0
Howard	35	34	97.1	1	2.9
Kent	8	8	100.0	0	0
Montgomery	197	197	100.0	0	0
Prince George's	235	232‡	99.0	1	1.0
Queen Anne's	11	11	100.0	0	0
St. Mary's	23	23	50.0	8	50.0
Somerset	16	8			
Talbot	13	13[a]	100.0	1	0
Washington	43	41[b]	95.3	3	4.7
Wicomico	24	23[c]	95.8	3	4.2
Worcester	14	12	85.7	2	14.3

* School and annex, 2 media centers
† 1 School, 2 media centers
‡ 3 Schools closed, 1 new one opened
[a] 1 School added
[b] 1 School added
[c] Each have 2 schools 2 centers

TABLE 18 — **Cost of Textbooks and Library Books K-12: Maryland Public Schools: 1971-1972[1] Exclusive of Federal Funds (By State and Region)**

Local Unit	Textbooks	Per Pupil[2]	Library Books*	Per Pupil[3]
Total State	$8,643,688	$9.66	$4,537,368	$5.12
Allegany	140,395	8.29	109,247	6.45
Anne Arundel	533,646	7.05	531,407	7.26
Baltimore City	2,686,525	14.65	363,964	1.99
Baltimore	1,271,799	9.89	338,832	2.68
Calvert	43,575	7.42	64,649	11.00
Caroline	26,301	5.19	30,792	6.08
Carroll	123,183	7.41	95,432	5.74
Cecil	81,707	6.70	59,963	4.91
Charles	145,945	10.33	145,871	10.33
Dorchester	34,205	5.35	29,481	4.72
Frederick	157,418	7.70	91,299	4.52
Garrett	22,097	4.02	34,212	6.23
Harford	336,548	11.06	147,710	4.86
Howard	315,468	17.08	338,137	18.31
Kent	37,274	9.99	28,834	7.73
Montgomery	932,148	7.31	970,885	7.97
Prince George's	1,271,355	8.08	771,936	4.97
Queen Anne's	27,035	5.90	22,656	4.94
St. Mary's	95,482	5.51	91,977	8.20
Somerset	28,153	6.37	25,025	5.67
Talbot	33,048	6.84	35,206	7.28
Washington	157,627	6.85	90,640	3.04
Wicomico	103,917	7.42	80,921	5.82
Worcester	38,837	6.17	38,242	6.07

[1] Selected Financial Data, Maryland Public Schools: 1971-72, Part II, REIS — 075-72, 4/73, Table 1
[2] Selected Financial Data, Maryland Public Schools: 1971-72, Part I, Revised, REIS — 075-70, Revised 4/73, Table 17.
[3] *Ibid.*, Table 18.
* Library Books includes print and nonprint materials.

TABLE 19 — **Total Number of Media Items in the Maryland Public School Systems: K-12: 1971-1972 (by State and Region)**

Local Unit	Enrollment [1]	Total Materials [2] Collections	State Criteria [3] (i.e. 20 items per Pupil)	Number of Items Needed to Meet State Criteria	Percentage of Total Number of Items Needed to Meet State Criteria
Total State	922,051	10,661,399	18,441,020	7,779,621	42.2
Allegany	17,589	196,171	351,780	155,609	44.2
Anne Arundel	75,452	852,786	1,509,040	656,254	43.5
Baltimore City	190,735	1,775,244	3,814,700	2,039,456	53.5
Baltimore	134,136	1,600,896	2,682,720	1,081,824	40.3
Calvert	6,117	72,707	122,340	49,633	40.6
Caroline	5,346	66,194	106,920	40,726	38.1
Carroll	17,213	227,744	344,260	116,516	33.8
Cecil	12,378	167,110	247,560	80,450	32.5
Charles	14,437	157,893	288,740	130,847	45.3
Dorchester	6,467	92,640	129,340	36,700	28.4
Frederick	20,928	284,958	418,560	133,602	31.9
Garrett	5,707	70,880	114,140	43,260	37.9
Harford	31,620	358,142	632,400	274,258	43.4
Howard	19,049	267,634	380,980	113,346	29.8
Kent	3,926	47,442	78,520	31,078	36.6
Montgomery	126,679	1,883,340	2,533,580	650,240	25.7
Prince George's	162,850	1,694,006	3,257,000	1,562,994	48.0
Queen Anne's	4,771	65,188	95,420	30,232	31.7
St. Mary's	11,856	150,564	237,120	86,556	36.5
Somerset	4,629	47,050	92,580	45,530	49.2
Talbot	5,038	80,335	100,760	20,426	20.3
Washington	24,053	223,193	481,060	257,867	53.6
Wicomico	14,468	184,919	289,360	104,441	36.1
Worcester	6,607	94,363	132,140	37,777	28.6

[1] Public School Enrollment, September 30, 1971 — State of Maryland — REIS — 075-40, 3/72, Table I.
[2] Statistical Summary — Maryland Public Schools: 1971-72, DLDS 6/72.
[3] Criteria for Modern School Media Programs, Maryland State Department of Education, DLDS, 1971.

An expenditure of $12.00 per pupil is recommended in the **Criteria.** Therefore, **it is recommended that each local educational agency develop a plan for analyzing the library/media needs of each school and for establishing realistic five-year goals.**

Supervision and Staffing

An essential factor in developing library/media resources is leadership at the school system level. Thirteen local agencies provide full-time professional staff for this responsibility; but in eleven agencies media supervision is a part-time responsibility. Other system level services and resources that need to be strengthened are film collections, video tapes, special materials for handicapped students, central ordering and cataloging of all materials, and centers for the examination of materials and equipment. Small school systems which find it difficult to provide the range of service needed should develop cooperative agreements with neighboring school systems, contract with larger school systems, or contract with public library systems. **It is recommended that each local educational agency provide supervision at the system level to insure the development of media programs. There should also be studies to determine the feasibility of joint cooperative or contractual agreements among the smaller agencies with other agencies to provide the necessary services at each system level.**

Staffing in the individual schools depends on the size of the school, the curriculum, the number of special students, and other factors.

In modern school media centers it is particularly important to provide differentiated staffing in order to implement the recommendations set forth in the *Criteria*. **Therefore, it is recommended that the Maryland State Department of Education investigate ways to provide for the desirable diversity of staff to provide for the range of professional, technical, and clerical services needed to develop, administer, organize, and maintain a unified media program. A task force should be appointed by the State Superintendent of Schools to conduct this investigation.**

Cooperative Development

School media programs could benefit more directly from inter-library cooperation and the Maryland State Library network. Specifically, studies reveal that educational materials for teachers are not sufficient in small school systems nor are requests for these materials satisfactorily filled by public libraries or regional or State network centers. Cooperative selection of materials and other joint policies between school and public libraries could result in a better utilization of scarce funds and remedy many of these deficiencies. Therefore, **it is recommended that the Division of Library Development and Services develop a plan for meeting the needs of teachers for educational materials by taking advantage of already existing resources in the State, including the University of Maryland and the Montgomery County Public Schools Educational Materials Laboratory.**

In some instances where site location, active community school programs, and other community factors are favorable, combined school-public libraries should be considered. Joint planning by both school and public library agencies, with the participation of the community, is essential at every step if the experiment is to have any chance

TABLE 20 — **Number and Percentage of Schools Meeting Criteria for Professional Staff and Total Staff K-12: Maryland Public Schools: 1971-1972**

ELEMENTARY

	Total Number of Schools	Professional				Total Number and Percentage of Schools Meeting State Staffing Criteria[1]	
		Under 250-749	Percent Meeting Criteria	750 — 2500 +		Number	Percent
Total State	940	350	37.2	None		6	0.6

SECONDARY*

	Total Number of Schools	Professional					Total Number and Percentage of Schools Meeting State Staffing Criteria[1]	
		Under 250-749	Percent Meeting Criteria	750 — 1399	Percent Meeting Criteria	1400 — 2500 +	Number	Percent
	377*	62	16.4	32	8.5	None	4	1.1

[1] Criteria for Modern School Media Programs, Maryland State Department of Education, Division of Library Development and Services, 1971.
* Total includes: middle and other combined schools.

for being accepted and successful. Differences in philosophy, policies, and practices between the two types of libraries must be resolved before the project is begun. With these considerations in mind, **the State should encourage pilot projects for combined school-public libraries through the development of guidelines and criteria, through project approval, and through utilization of State funds to assure an adequate facility, collection, and staff. It should also provide plans and programs for evaluation.**

Facilities

Present school media facilities are inadequate for modern school media programs. Of schools constructed since 1969, only 56 meet space criteria while 101 do not. To aid in solving the problem the State Superintendent of Schools has appointed a Facilities Committee to develop guidelines and criteria that will assist local educational agencies in renovating or planning new school media facilities. This Committee is composed of members from the Interagency Committee on School Construction and the Division of Library Development and Services, local educational agency media supervisors, and building level media personnel. During FY1975, the final document will be available to the local educational agencies and personnel for use in facility planning.

TABLE 21 — **Area Allocated to and Pupil Capacity of School Media Centers: Maryland Public Schools: 1972-1973**

Local Unit	Enrollment 9/30/72	Area Allocated to Media Center Square Feet Existing	Criteria	Percent Criteria	No. of Schools Meeting Criteria	Pupil Capacity of Media Centers Number Existing	Criteria	Percent Criteria	No. of Schools Meeting Pupil Capacity
Total State	927,494*	2,713,824	7,883,699.0	34	43	71,124	231,874	31	36
Allegany	17,800	34,390	151,300.0	23	—	1,493	4,450	34	—
Anne Arundel	77,306	272,474	657,101.0	41	16	8,435	19,327	44	16
Baltimore City	186,600	266,105	1,586,100.0	17	1	7,794	46,650	17	—
Baltimore	133,264	436,804	1,132,744.0	39	1	11,300	33,316	34	—
Calvert	6,571	17,190	55,853.5	31	—	1,448	1,643	88	8
Caroline	5,345	13,112	45,432.5	29	—	375	1,336	28	—
Carroll	18,467	56,770	156,969.5	36	—	1,441	4,617	31	—
Cecil	12,951	36,270	110,083.5	33	—	930	3,238	29	1
Charles	16,082	60,392	136,697.0	44	2	1,413	4,020	35	—
Dorchester	6,373	14,800	54,170.5	27	—	472	1,593	30	—
Frederick	21,472	64,443	182,512.0	35	1	1,514	5,368	28	1
Garrett	5,794	23,725	49,249.0	48	1	708	1,448	48	2
Harford	32,663	112,987	277,635.5	41	1	2,376	8,166	29	1
Howard	21,099	99,850	179,341.5	56	5	1,956	5,275	37	2
Kent	3,880	13,101	32,980.0	40	—	442	970	46	1
Montgomery	126,912	513,147	1,078,752.0	47	10	9,496	31,728	30	1
Prince George's	161,965	466,680	1,376,702.5	34	1	13,952	40,491	34	1
Queen Anne's	4,717	13,990	40,094.5	35	—	475	1,179	40	—
St. Mary's	12,063	40,215	102,535.5	39	1	910	3,016	30	—
Somerset	4,508	2,355	38,318.0	24	—	218	1,127	19	1
Talbot	5,198	16,789	44,183.0	38	1	455	1,300	35	—
Washington	24,645	77,679	209,482.5	37	2	1,561	6,161	25	—
Wicomico	14,932	27,176	126,922.0	21	—	1,312	3,733	35	1
Worcester	6,887	26,380	58,539.5	45	—	648	1,722	38	—

* Enrollment includes vocational-technical students in vocational schools and home based schools.

MARYLAND'S ACADEMIC LIBRARIES*

INTRODUCTION

Although planning for academic library facilities is the proper province of the parent institution, some guidance has been lent to the growth and development of academic libraries by the Maryland Council for Higher Education. The *Master Plan for Higher Education in Maryland,* published in 1968, contained five recommendations relating to library planning and staffing and to cooperation among libraries. Areas recommended for further study included institutional self-surveys, computer application studies, and a user study specifically concerned with the needs of commuting students in the Baltimore metropolitan area.

In 1969, the Council commissioned Dr. Paul Bixler, library consultant and former academic librarian, to study libraries in publicly supported institutions of higher education in Maryland. The Bixler Report, published in 1970, contained 18 recommendations relating to personnel requirements, collections, physical facilities, financial support, and collaboration among libraries. It is the Bixler Report which is the basis for the recommendations made in this chapter.

The chapter is broken down into the following sections:

A. Collections
B. Facilities
C. Personnel
D. Growth Patterns
E. Coordination

* This part of Chapter IV has been prepared by the Maryland Council for Higher Education.

Section A

COLLECTIONS

In this day of growing inter-library communication, the old library "saw" that a library can be no better than its collections may not carry quite the weight that it once did. Yet it still continues to be true that the bulk of library use in a college takes place on its campus. A network of liberal inter-institutional loans is a "fringe benefit" to scholars, but the fringe benefit which is most likely to help hold the distinguished faculty members which Maryland plans to attract to its institutions is a sound collection of books in the campus library. He would not be able to teach his students effectively without such a collection.

Building a good collection is a problem in quantity and quality and the problem is, how to get both at the same time. They cannot be measured in the same way. Budget authorities, academic planners, and librarians continue to tangle with this problem, usually to their own bafflement. Verner W. Clapp, former president of the Council for Library Resources, and Robert T. Jordan, former staff member of CLR, point out in their "Quantitative Criteria for Adequacy of Academic Library Collections" (referred to below in Table 22 that, with one exception, regional accrediting agencies reject outright the number of books as a measure of adequacy and that the exception, the Southern Association, hardly gives the idea so much as a passing grade. In *Library Statistics of Colleges and Universities: Annual Analytic Report* the Association states, "institutional authorities should consider it a serious danger signal if the library regularly falls in the lowest quarter of any of the categories analyzed."

TABLE 22 — **Quantitative Formula for Academic Library Collections by Verner W. Clapp and Robert T. Jordan***

	Books		Periodicals		Documents	Total
	Titles	Volumes	Titles	Volumes	Volumes	Volumes
To a basic collection, viz.:						
1. Undergraduate Library	35,000	42,000	250	3,750	5,000	50,750
Add for each of the following as indicated:						
2. Faculty member (full-time equivalent)	50	60	1	15	25	100
3. Student (graduate or undergraduate in full-time equivalents)		10		1	1	12
4. Undergraduate in honors or independent study programs	10	12				12
5. Field of undergraduate concentration — "major" subject field	200	240	3	45	50	335
6. Field of graduate concentration — Master's work or equivalent	2,000	2,400	10	150	500	3,050
7. Field of graduate concentration — Doctoral work or equivalent	15,000	18,000	100	1,500	5,000	24,500

* See Verner W. Clapp and Robert T. Jordan, "Quantitative Criteria for Adequacy of Academic Library Collections," *College and Research Libraries*, September, 1965, pp. 371-80. The article is the most sophisticated treatment of its subject in print, yet the formula suggested is incomplete and does not answer the problem of quantity in a definitive, across-the-board manner. What it does do is to suggest in quantitative terms, as in the above table, some of the important qualitative factors in building a sound academic collection over a period of time; for example, in addition to the basic collection of 50,750 volumes it postulates 50 additional titles (60 volumes) for every faculty member FTE, but suggests that these be added at the rate of 3 a year over a 16-year period, which is postulated as the predictable "life" of an academic library collection. More importantly, the article points out the many qualitative factors which can affect an academic library collection. Such factors are significant for library planners on a particular campus seeking to fit the adequacy of a library collection to the institution's educational needs. Every academic library administrator should be thoroughly familiar with its suggestions.

Clapp and Jordan recognize, however, that budgeting and appropriating authorities have to use quantitative bases for their decisions. So also, apparently, does the Association of College and Research Libraries of the American Library Association, for after devoting much more space in its statement of standards on the quality of the library books that need to be acquired by colleges emphasizing four-year programs for undergraduates, it presents a numerical formula. Specifically, it denotes a minimum collection of 50,000 "carefully chosen" volumes for a student body of 600 students; would increase the collection for every additional 200 students by 10,000 additional volumes; and suggests that the rate for necessary growth may slow down when a collection reaches approximately 300,000 volumes.

The figures have sometimes been criticized as arbitrary. But 50,000 volumes is a minimum base, since figures are needed for any budget approximation and no one else has come up with another acceptable numerical standard. The fact that quantity cannot be equated with quality in book collections grows out of differences in function, point of view, and purpose. Budget authorities work with figures and cannot know intimately the materials or the objectives at stake. Quality can be applied only by those closely involved with the selection of books on and for a particular campus. With that understanding, a quantitative standard is acceptable as a first guideline, and is especially useful in budgeting for publicly supported academic institutions where appropriating bodies are concerned not with one or two institutions but with many of varying size and traditions, and where, as in Maryland, the institutions are attempting to cope with numerous and varied problems in their effort to respond to student and faculty demand.

TABLE 23 — **Full Time Equivalent (FTE) Enrollments at Public Institutions, Fall 1972 and Fall 1973**

Institution	Fall 1972	Fall 1973
UNIVERSITY OF MARYLAND		
U.M.C.P.	30,460	29,408
U.M.B.C.	4,391	4,817
U.M.E.S.	773	940
STATE COLLEGES		
Bowie	2,012	2,255
Coppin	2,299	2,145
Frostburg	2,634	2,815
Morgan	5,136	4,686
Salisbury	954	998
St. Mary's College	1,890	2,127
Towson	8,309	8,887
COMMUNITY COLLEGES		
Allegany	917	927
Anne Arundel	2,256	2,474
Catonsville	4,194	4,413
Cecil	351	416
Charles	633	722
Chesapeake	412	404
C.C. of Baltimore	4,177	3,979
Dundalk	303	520
Essex	3,518	3,954
Frederick	671	744
Garrett	152	166
Hagerstown	1,003	1,061
Harford	1,501	1,520
Howard	523	722
Montgomery — Rockville	5,729	6,389
Montgomery — Takoma Park	1,685	1,561
Prince George's	4,930	5,648

Source: *Annual Report and Recommendations* of the Maryland Council for Higher Education, 1974, p. 2-2.

The Bixler Report found it useful to distinguish between library collections at four-year State colleges and those at community colleges. Not only are there major differences between lengths and kinds of programs in the various types of institutions to which the libraries must fit their resources, but there are differences in rate and manner of collection growth. The size of population to be served is also a critical factor. (See Table 23).

The State Colleges and University

Like other four-year institutions, the State colleges have developed in a more traditional manner. Their library collections must continue to grow with accessions from the modern world burgeoning with new knowledge, but they cannot ignore the pattern of their past "established" history. Over the course of years, depreciation of earlier accessions sets in. Subject areas which are still standard have to be renewed with new editions and modern replacements. Some older material — obsolete editions, extra copies of works now seldom used, damaged volumes — has to be weeded. Many, of course, having longer life than others and still circulating occasionally, must remain available.

Table 24 shows the extent of library collections, including those of the University of Maryland, although the Bixler Report notes that the University's growth formula necessarily must differ from the formula for the four-year colleges. Meeting its objective in collections is important if the University is to maintain growth as Maryland's chief State-supported research center.

Therefore, **it is recommended that the University of Maryland be given full financial support in meeting its growth objective in library collections.**

TABLE 24 — **Total Collections (Book and Bound Periodicals) In Libraries of Public Institutions, Compared with Recommended Holdings for Fall 1973 FTE Enrollments.**

Institution	Actual Holdings (Fall 1973)	Recommended for 1973 FTE	Difference
UNIVERSITY OF MARYLAND			
U.M.C.P.	1,274,759	1,490,400	215,641
U.M.B.C.	177,223	260,850	83,627
U.M.E.S.	82,759	67,000	—
STATE COLLEGES			
Bowie	98,391	132,750	34,359
Coppin	78,631	127,250	48,619
Frostburg	123,848	160,750	36,902
Morgan	169,412	254,300	84,888
St. Mary's College	56,863	69,900	13,037
Salisbury	110,537	126,350	15,813
Towson	215,281	464,350	249,069
COMMUNITY COLLEGES			
Allegany	35,272	37,080	1,808
Anne Arundel	44,217	79,480	35,263
Catonsville	75,156	118,260	43,104
Cecil	7,227	16,640	9,413
Charles	23,400*	28,880	5,480*
Chesapeake	21,942	16,160	—
C.C. of Baltimore	56,418	109,580	53,162
Dundalk	5,423	20,800	15 377
Essex	52,188	109,080	56,892
Frederick	22,940	29,760	6,820
Garrett	3,750	6,640	2,890
Hagerstown	37,777	41,830	4,053
Harford	29,814	55,600	25,785
Howard	17,272	28,880	11,608
Montgomery — Rockville	47,828	157,780	109,952
Montgomery — Takoma Pk.	39,015	56,830	17,815
Prince George's	52,000	142,960	90,960

1. Number of Volumes in Book Stock and Bound Periodicals Collections (excluding Government documents collections and microfilm), as reported to the Maryland Council for Higher Education, for U.S. Dept. of Health, Education, and Welfare Higher Education General Information Survey (HEGIS), College and University Libraries, Fall 1973.
2. Based on Fall 1973 FTE Enrollment data (Table 2) and the formulas recommended in the Bixler Report:
   University & 4-yr. colleges: 50,000 vols. for first 600 students; 10,000 vols. for each 200 thereafter.
   Community colleges: 40 vols. per student for 1st 1,000 students; 30 vols. per student for 2nd 1,000 students 20 vols. per student thereafter.

* Data for Fall 1972 (Fall 1973 not available)

Of the four-year institutions, only the University of Maryland and the Eastern Shore meet the numerical level of collections in the standard's formula. The same was true at the time of the Bixler Report. However, Frostburg, Morgan, and Towson are taking steps to make up the difference. Both Towson and Morgan, with their new buildings, could accommodate collections larger than the number of volumes projected for them under the standard.

A master's candidate requires several times the number of volumes to draw upon than does an undergraduate. Because of the large numbers of master's programs and enrollments in State colleges, it should be a matter of priority to eliminate deficiencies in library collections as rapidly as possible. Such programs and enrollments will markedly increase if the need for them as outlined in the MCHE's *Master Plan* is met in coming years. Therefore, **it is recommended that funds be appropriated to bring the holdings of State college libraries up to the recommended holdings formula.**

The quality of library book collections, fully as important as their quantity, is within the local responsibility of each individual college and library administration. Selection is the responsibility of the library director working in conjunction with the faculty. Therefore, **it is recommended that the library director be a member of the college curriculum or educational planning committee; it is further recommended that each segment establish a Library Development Committee to serve in an advisory role, and that one of the committee's major duties be to assist in planning the general growth of library collections.**

Community Colleges

Over a decade ago the minimum standard size of a book collection for a junior college of 1,000 students was postulated at 20,000 volumes, considerably less than for a four-year college. Today this can hardly be the norm. Both the role and the rates of growth of the community college have changed from those of the earlier two-year institutions.

The community college brings higher education within the economic range of an increasing number of state residents. It offers not only introductory work for transfer to four-year colleges, but also programs for adult, or continuing education, and terminal-occupational programs for people interested in preparing themselves for jobs in the new technology. Such continuing education and terminal-occupational programs, all of them requiring educational resources in addition to those required in the first two years of a liberal arts curriculum, mean that the community college library can no longer be considered either a pale imitation of the library of a liberal arts college or an institution necessarily smaller in size.

Recent organization, development of new programs to meet changing state and local needs, and the continuing growth of student population are the principal reasons for quantitative development of collections. The recent explosion of published knowledge and the immediate demand for technicians to apply that knowledge has much to do with the unprecedented need for substantial collections. The bulk of these materials can hardly be supplied by interlibrary loan or in collections that are housed elsewhere. They should, for the most part, be available in the library on the home campus.

The Bixler Report suggests that the basic quantitative objective of the community college library be to acquire a collection of 40 volumes for every student in the first 1,000 students Full Time Equivalent, 30 volumes for each of the second 1,000 and 20 volumes for each additional student thereafter. (No distinction is made between titles and volumes. In practice, however, it is recognized that small enrollments call for a heavy emphasis on purchase of single copies of titles whereas larger enrollments call for a proportionately larger number of copies, which are included in volume count). This formula meets the criterion for a substantial collection in the early stage of growth and the factor of later slowdown in acquisitions rate. At the time of the Bixler Report, and today, only one of the community colleges met the standard set by the formula (Table 24). The new formula and holdings for 1979 are shown in Table 24.

Therefore, **it is recommended that funds be appropriated to bring the holdings of community college libraries up to the recommended holdings standard.**

Quality is as much at stake in the community college library as in that of the four-year liberal arts institution. Responsibility for quality, as at other academic institutions, lies with the college and library administration. The library administrator should be a member of the curriculum committee and of a library development committee.

Other Materials

The Bixler Report notes that Frostburg and Salisbury are regional depositories for federal government documents, and that other libraries may purcase such documents as they need and process them in their general collections. One common weakness in academic libraries is documents on the State level, which are sometimes difficult to learn about and obtain in any consistent fashion.

Periodicals are secondary only to books as academic library materials. Such is the importance of current periodicals for terminal technical programs. The expansion in the number of periodical titles in recent years, indicates that numerical recommendations for holdings made in the past can no longer be considered applicable. The problem still, however, is not so much quantity as quality and pertinence to the individual institution's curriculum and program. A periodical indexed and accompanied by a bound back file is a valuable resource simply on the basis that readers, using the index, will ask for it.

The increase in number of periodical titles is indicated by a comparison of listings, at the time of the Bixler Report, to current listings. The *Reader's Guide to Periodical Literature*, which then indexed 130 selected general and non-technical periodicals, now indexes close to 200 titles, and the new *Popular Periodical Index* (Number one, June-January, 1973) adds 15 titles not included in the *Reader's Guide*. The former *International Index*, which listed 170 journals in 1969, has changed its name to *Social Sciences and Humanities Index*, and has just begun publication in two separate volumes, adding 300 titles. Evan Farber's *Classified List of Periodicals for the College Library*, which in its 4th edition (1957) listed 601 titles, lists 1048 titles in the 5th edition (1972), and does not include periodicals which have come into existence since 1969. Farber's list of recommended titles for the first purchase has jumped from 197 in the 4th edition to 361 in the 5th edition.

It should be added that periodical titles need to be weeded more frequently than books.

Fifteen thousand volumes of bound periodicals is the recommended basic collection for four-year colleges, and the same number, but with many different titles, would be a useful objective for community colleges. A growing number of these back files (as well as publications like newspapers, out-of-print items, and documentary series) can now be more easily purchased in microform than in their original form.

Audio-visual Material

No other material is more uncertain or troublesome for an academic library to relate to than audio-visual materials. There are no recognized standards of quality or quantity in this area. Nor is there agreement about the quarters for or administration of the A-V department. The state of tension between the media department and the library and the absence of a planned, consistent ratio in budget development between the two areas of collections are problems still to be solved.

Patterns in the relationship between print and non-print, or book and media, are much clearer and better developed today than they were just a few years ago. Although many of the Maryland institutions of higher education still do not have strong media programs or programs administratively independent of the library program, the trend is toward integration of library and media to some degree. Some of the national trends follow:

1. On the university level, a new unit, the undergraduate library, has developed in which sophisticated media services are being incorporated.
2. On the four-year college level, libraries are undertaking the administration of the service aspects of the total media program.
3. On the community college level, ACRL, AACJC, and AECT have jointly established guidelines for two-year college learning resources programs which outline a completely integrated learning resources program.

Further study needs to be given to the economic and administrative relationships between media departments and libraries. This study must include consideration of the following factors:

a. *The need for establishing guidelines to accommodate media services.*

   A large percentage of the materials collections at many Maryland institutions are not in the traditional book form. Consequently, building standards need to be significantly revised with allowance for storage of non-print materials; reader space which will accommodate equipment use; equipment storage, maintenance, and distribution facilities; and local materials production capability. Media functions radically change the traditional relationships of material's storage space to reader stations. Each different non-print materials' format has its own special requirements for equipment. The relationship of one to the other is closely tied to the specific media requirements of each institutions' educational program. Formulas that take into consideration all of these complex factors need to be developed and incorporated into the building guidelines.

b. *The need for staffing of media programs.*

   A media program cannot be carried on without highly specialized staff above and beyond what is required for a traditional library program. Professional Media Specialists are required to complement the bibliographic expertise of librarians with learning theory, technical knowledge, and design and production skills. Production technicians and equipment technicians are needed to operate and maintain equipment. Additional clerical personnel are essential to provide support for a wider range and greater volume of services. Furthermore, beyond the services generally performed within the learning resources program, many learning resources centers perform instructional development functions and administer learning laboratories. When these instructional development activities are administratively part of the learning resources program, additional staffing needs to be part of the standards.

c. *The need to set up standards concerning the adequacy of non-print acquisitions.*

   Acquisitions programs that provide only for book acquisition are not responsive to the total instructional material needs of an academic program. Yet no standards have as yet been established in Maryland concerning the adequacy or inadequacy of audio (music and literature) and microforms collections, which are almost as well established in academic library collections as books. Furthermore, most of the academic programs in Maryland are actively involved in the acquisition of not only audio materials and materials in microform but also films, filmstrips, slides, video cassettes, and other media. Assessment of the adequacy or inadequacy of those collections and recommendations for standards for future acquisition must be developed.

Use of the Bixler Report as a Planning Guide

A major issue in academic library master planning is the issue of acquisitions coordination and interlibrary loan. Since media programs are extremely expensive, coordination in acquisitions is an especially pressing issue. Planning for inter-library loan or regional media resource centers is a necessity for quality media programs statewide.

A study is presently being made of the whole area of audio-visual media in relation to the campus library. Specific recommendations in this area must await the findings arising out of this study which is now still in progress.

Section B

FACILITIES

Sufficient and well-proportioned space in library quarters is a major requirement for good library service. For colleges with an extended academic history, it is a common experience for library use to double in the first year that a new building is open for service. For new institutions or those moving to a new campus, it is now recognized that a library building should usually be among the first to be constructed.

Inherently, a sound building is no more important than an efficient staff or an adequate book collection. But in time sequence, it comes first. And more significantly, perhaps, the mistakes of a poorly constructed or badly laid out building are difficult if not impossible to rectify. Library

buildings require special attention in planning, not only for accessibility and ease of use but also for service efficiency and security.

Library space needs are of three types: Accommodations for readers, storage for books and other learning resources, and work space and offices for staff and services. Over many years, standards have been developed for each of these areas; even so, such is the evolution of library use and resources today that to apply all of them inflexibly across the board is to lose sight of the fact that an academic library (in its building as well as its other aspects) should be designed to support a particular academic program.

Standards, then, are guidelines, not laws. For building space they may be less variant than for some other library elements. We are dealing here in numerical measurements and in "permanent" materials like steel and stone. Yet even here the ultimate objective is use by people, and the result should be tempered to their changing needs.

One of the cited guides on space utilization in Maryland's institutions of higher education — the Fuller Report (*Space Utilization Study and Future Capital Outlay Needs for Public Institutions of Higher Education in Maryland: a Report to the Maryland State Planning Department.* By William S. Fuller and Leroy E. Hull. Bloomington, Indiana. 1964) — was used with certain significant adjustments in the Bixler Report, although it devoted only a few pages to library space.

Book Shelving

The Fuller standard for book shelving is one square foot per volume, a measurement of long acceptance by librarians, architects, and library planners. (There are no accepted standards for storage of audio-visual materials, in part because the bulk of such material differs greatly from type to type, as does the bulk of the equipment necessary for their use. In Maryland institutions, furthermore, such material is often controlled by and housed in the facilities of an office other than the library. For these reasons, space for audio-visual materials will not here be analyzed.

The acceptable standard for book storage includes space for aisles and a small allowance for growth of current collections. Plans for shelving, of course, should take additional account of the expected growth of the collection, which may reach as far into the future as 20 years, often the estimated "life" of a new academic library building.

The space provided for collection storage in the libraries of Maryland's public institutions of higher education, as of the fall of 1972, is presented in Table 25. This table also provides comparisons of this space allocation with the amount of space which should be provided according to the Fuller Report standard for current collections, and with the space which would be required by the Fuller Report[1] standard were these collections enlarged to the sizes recommended for these institutions in the previous Section. Clearly, any serious effort to bring academic libraries up to appropriate standards for holdings must address as well the problem of housing these collections.

1. The Fuller Report is used in this report as a general guideline. A new space study that would develop more up to date standards for Maryland academic facilities and libraries, in particular, is sorely needed. Meanwhile the formulae and guideline presently in use in determining space are indicated in Tables 25 and 26.

Readers

The Fuller Report (p. 70) notes that the "normal accrediting requirements is that the library provide a seat for one-fourth of the student body in the reading room." Emphasizing that as an accreditation standard this figure is only a minimum, it was thus accepted in the Bixler Report. Clearly, however, the amount of reader space required for adequate reader service in a given library depends not only upon the character of the institution and the use to which its library collections may be put. A residential college whose library has a liberal borrowing policy and sufficient copies of most-needed works, for instance, may be able to serve its library users without space much greater than that called for in the minimum formula. Conversely, a college with a situation and educational program which dictates a heavy "in-library" user-demand must be sure its library facility is more than minimally adequate to meet that demand.

TABLE 25 — **Book Storage Space in Libraries of Public Institutions, Compared with Recommendation for Actual Collections and With Recommendation for Recommended Collections.**

Institution	Actual Space (Fall, 1972)[1]	Recommended for Actual Holdings[2]	Recommended for Recommended 1973 Holdings[3]
UNIVERSITY OF MARYLAND			
U.M.C.P.	200,347	127,476	149,040
U.M.B.C.	15,152	17,722	26,085
U.M.E.S.	7,488	8,276	6,700
STATE COLLEGES			
Bowie	8,530	9,839	13,275
Coppin	6,606	7,863	12,725
Frostburg	13,060	12,385	16,750
Morgan	13,706	16,941	25,430
St. Mary's College	11,631	5,686	6,949
Salisbury	6,377	11,054	12,635†
Towson	48,361	21,528	46,435
COMMUNITY COLLEGES			
Allegany	NR[4]	3,527	3,708
Anne Arundel	3,655	4,422	7,948
Catonsville	11,811	7,516	11,826
Cecil	524	723	1,664
Charles	1,359	2,340*	2,888
Chesapeake	1,850	2,194	1,616
C.C. of Baltimore	9,697	5,642	10,958
Dundalk	700	542	2,080
Essex	4,516	5,219	10,908
Frederick	2,320	2,294	2,976
Garrett	766	375	664
Hagerstown	3,626	3,778	4,183
Harford	3,486	2,981	5,560
Howard	1,194	1,727	2,888
Montgomery — Rockville	4,496	4,783	15,778
Montgomery — Takoma Park	4,175	3,902	5,683
Prince George's	1,681	5,200	14,296

1. Net Assignable Square Feet (NASF) as reported to the Maryland Council for Higher Education Fall, 1972.
2. Based on .1 sq. ft. per volume of books and bound periodicals. (For holdings at end of 1972-73, see Table 3, *supra*.)
3. Based on .1 sq. ft. per volume of books and bound periodicals. (For recommended holdings based on fall, 1973, FTE, see *ibid.*)
4. Not reported.

* Holdings as reported Fall, 1972.

† Salisbury State College Library Book Storage Space with new buildings will exceed these indicated requirements.

Another difficult-to-determine factor in evaluating the adequacy of reader space in academic libraries is whether reader stations are to be used most often simply for "reading," or perhaps for research work. Obviously the figure of "approximately 14 assignable square feet," which the Fuller Report (p. 70) sets for the average seat, will better serve a student reading from a single book than one preparing a term paper or research project from a number of sources. To some degree, the need for such research space varies with the level of the student user — being greater in upper division and graduate work — but today even freshmen and sophomores find themselves engaged in work which requires them to "spread out" a bit.

Also, the increasing use in higher education at all levels of "study equipment" should be taken into consideration in evaluating a library's reader space. If students are permitted to use typewriters in a library, the provision of separate noise-limiting space may be necessary, and the use of many modern pieces of audio-visual equipment will require electronically-serviced "wet carrels." Not all academic libraries provide for such usage, of course, but those which do are becoming increasingly common. And for such libraries a recalculation of reader space allocations is clearly necessary.

For all these reasons, the Bixler Report recommends that an allocation of 30 square feet per reader station be used, rather than the 14 square feet minimum cited in the Fuller Report. If one accepts the norm that an academic library should be able to accommodate one quarter of its institution's student body, this means that a standard of 7.5 square feet per student FTE is recommended. Table 26 provides for each Maryland public institution of higher education, a comparison of the library space provided (as reported in fall 1972) with the amount of space called for in the recommended formula.

The data presented in Table 26 suggests that readers' needs for space in the State's public academic libraries are generally far from being met.

Consideration of the adequacy of facilities of the State's academic libraries must, of course, take into consideration plans for expansion already in the design stage or underway. During the last year a new library building was completed at Morgan State College and Phase II of the library at the University of Maryland Baltimore County was completed as well.

The State's 1975 Fiscal Year Capital Budget includes reports on capital projects for libraries at Bowie State College, Frostburg State College, Salisbury State College, and an addition to the library at Coppin State College, all in either the design or construction stage. Furthermore, Charles County Community College, Dundalk Community College, Harford Community College, and Montgomery College-Takoma Park are reported by the Maryland State Board for Community Colleges to have library projects in the planning design stage. Community college projects that are planned but not yet approved include: Prince Georges, Montgomery (3rd campus), and Howard Community College.

Service Space

The area here under consideration includes space for circulation, catalog and bibliography, shipping and receiving, current periodicals, processing of books and other

TABLE 26 — **Reader Space in Libraries of Public Institutions, Compared with Recommendations for 1972 and 1973 FTE**

Institution	Actual Space (Fall 1972)[1]	Recommended for 1972 FTE[2]	Recommended for 1973 FTE[2]
UNIVERSITY OF MARYLAND			
U.M.C.P.	81,742	228,450	220,560
U.M.B.C.	22,339	32,932	36,128
U.M.E.S.	7,175	5,798	7,050
STATE COLLEGES			
Bowie	3,379	15,090	16,912
Coppin	3,154	17,242	16,088
Frostburg	18,309	19,755	21,112
Morgan	15,972	38,520	35,145
St. Mary's College	4,528	7,155	7,485
Salisbury	10,399	14,175	15,952
Towson	51,123	62,318	66,652
COMMUNITY COLLEGES			
Allegany	12,415	6,878	6,952
Anne Arundel	7,390	16,920	18,555
Catonsville	23,040	31,455	33,098
Cecil	2,961	2,632	3,120
Charles	2,221	4,748	5,415
Chesapeake	4,768	3,090	3,030
C.C. of Baltimore	7,169	31,328	29,842
Dundalk	0	2,272	3,900
Essex	8,898	26,385	29,655
Frederick	3,970	5,032	5,580
Garrett	1,181	1,140	1,245
Hagerstown	2,503	7,522	7,958
Harford	2,399	11,258	11,400
Howard	3,834	3,922	5,415
Montgomery — Rockville	54,918	42,968	47,918
Montgomery — Takoma Pk.	6,329	12,638	11,708
Prince George's	1,913	36,975	42,360

1. Net Assignable Square Feet (NASF) as reported to the Maryland Council for Higher Education, Fall 1972.
2. NASF, based on 7.5 sq. ft. per FTE student. (For 1972 and 1973 FTE enrollment data, see *Annual Report and Recommendations* of the Maryland Council for Higher Education, 1974, p. 2-2.)

TABLE 27 — **Libraries — University & State Colleges**
NEW FACILITIES UNDER DESIGN OR CONSTRUCTION (1974) AND PROPOSED TO 1979

Institution	Project Total Cost	GSF	Est. NASF
Under Design			
Bowie (new)	$9,052,900	160,000	111,888
Coppin (addition)	4,854,800	61,500	43,007
Under Construction			
Frostburg	5,634,192	102,000	71,328
Salisbury	2,357,000	43,000	30,069
PROPOSED — NEXT 5 YEARS (FY 1975-1979)			
			GSF
UMCP — Addition to McKeldin Library		$ 6,431,500	120,000
UMBC — Phase III Library		11,000,000	240,000
UMES — Conversion Lower Area of Basement to Library		210,000	14,902
		210,000	14,902

materials, a staff lounge, offices for professional staff, and offices or space for nonprofessional staff.

The Fuller Report establishes its standard for library service space as 32 percent of the reading area. If undergraduate seating were to be established on that Report's basis of 14 square feet per student, the service area would also be inadequate, according to the Bixler Report. The Bixler Report finds that percentage acceptable, however, when applied to its own standard for reader space of 30 square feet per station. Therefore, the recommendations in Table 29 for service area space are based on 32 percent of the reading areas recommended in Table 26.

TABLE 28 — **Libraries — Community Colleges**
NEW FACILITIES UNDER DESIGN OR CONSTRUCTION (1974) AND PROPOSED TO 1983

Institution	Project Total Cost	GSF	Est. NASF
Under Design			
Charles	$2,531,299	46,540	28,017
Dundalk	1,472,684	27,144	18,982
Harford	2,417,004	54,240	36,394
Montgomery — Takoma (Addition to Library) (Note 1)	2,467,421	36,254	25,353

Note 1: Cost also includes work on Science Building which is included in same project

Under Construction
None

Planned but not yet approved (1974-1983)
Prince George's — Educational Specs being prepared — no data on size
Montgomery — 3rd Campus Library 15,000 NASF
Howard — Library — Learning Res. 27,000 NASF

TABLE 29 — **Service Space in Libraries of Public Institutions, Compared with Recommendations for 1972 and 1973 FTE[1]**

Institution	Actual Space (Fall 1972)[2]	Recommended for 1972 FTE[3]	Recommended for 1973 FTE[3]
UNIVERSITY OF MARYLAND			
U.M.C.P.	NR	73,104	70,579
U.M.B.C.	5,496	10,538	11,561
U.M.E.S.	3,024	1,855	2,256
STATE COLLEGES			
Bowie	2,433	4,829	5,412
Coppin	1,644	5,517	5,148
Frostburg	1,764	6,322	6,756
Morgan	3,000	12,326	11,246
St. Mary's College	1,984	2,290	2,395
Salisbury	1,776	4,536	5,105
Towson	7,918	19,942	21,329
COMMUNITY COLLEGES			
Allegany	1,132	2,201	2,225
Anne Arundel	826	5,414	5,940
Catonsville	2,344	10,066	10,591
Cecil	315	842	998
Charles	977	1,519	1,733
Chesapeake	253	989	970
C.C. of Baltimore	2,423	10,025	9,549
Dundalk	0	727	1,248
Essex	8,667	8,443	9,490
Frederick	2,780	1,610	1,786
Garrett	649	365	398
Hagerstown	1,430	2,407	2,547
Harford	770	3,603	3,648
Howard	1,167	1,255	1,733
Montgomery — Rockville	4,021	13,750	15,334
Montgomery — Takoma Pk.	453	4,044	3,747
Prince George's	221	11,832	13,555

1. Net Assignable Square Feet (NASF), including office space for library personnel.
2. NASF, as reported to the Maryland Council for Higher Education, Fall, 1972.
3. NASF, based on .32 of recommended reader space. (See Table 5.)

Security

Neither the Fuller Report nor the Bixler Report dealt with a matter of library facilities that is perhaps in itself somewhat unpleasant: *viz.*, that of security. (The reference here is to security of collections and library material, rather than to problems of personal security, which are no more a problem in academic libraries than elsewhere on college campuses.) Ideally, perhaps, academic libraries and their collections should be fully open to an institution's users. Browsing among large numbers of books on a topic of interest is, after all, one of the best ways for a reader to become better acquainted with that subject. And no one, in any situation, appreciates being policed in his use of materials to which he has been given access. Yet the fact remains that one of the increasing costs of academic libraries is that resulting from the loss or theft of materials from its holdings.

Libraries are hesitant to publicize the extent of the loss rates they suffer, largely from the fear that others will join in the pilferage, after learning that it is easy to remove material other than through normal channels, or from the fear that unauthorized removal of library materials will acquire a certain legitimacy if students have the notion the "everyone does it." But the fact is that library losses are a problem.

In the face of rising material losses, there are a number of options open to a library administration. Once the library facility is constructed, however, the best opportunity for loss-control may have passed, for most workable security systems depend in the first instance upon a predictable and monitorable flow of user traffic. Large numbers of entrances and exits in a library facility and numerous open connections between its various sections may well be a convenience to users, but they also make security very difficult. (Where a library facility is also used for some other purpose, such as classrooms or faculty offices, the problem of traffic control or monitoring becomes especially difficult.) Careful attention to security considerations therefore should be an important part of the initial plan-

ning of a library facility, and the advice of a security expert should be sought on this subject.

Recommendations

From the above considerations emerge the following specific recommendations regarding facilities for libraries in Maryland's public institutions of higher education.

It is recommended that the following guidelines or formulas be used for college library construction in:

FOUR-YEAR INSTITUTIONS:

Stack Space: **First 150,000 Volumes .1 NASF/Vol. — Second 150,000 Volumes .09 NASF/Vol. Next 300,000 Volumes .08 NASF Percent Vol. — All additional .07 NASF/Vol.**

Reader Space: **Seating for one fourth of FTDE students; 25 NASF/Seat.**

Service Space: **25 percent of total stack and seating space.**

TWO-YEAR INSTITUTIONS:

Stack Space: **.1NASF/Volume**

Seating Space: **6.25/FTDE**

Service Space: **25 percent of total stack and seating space.**

In planning or discussing the functional details of public buildings, it is customary to use the term "assignable space." This usually refers to areas peculiar to the activities of the type of building under construction. It will not include stairways, coatrooms, rest rooms, elevators, lobbies, mechanical equipment, inside and outside walls, corridors, etc. — areas common to most substantial buildings designed for some public use. In a library, assignable space concerns the elements or functions for which guidelines are established in the Recommendations above.

A common formula for library assignable space is 65 percent of the gross area. Regardless of how one may evaluate the formula, however, the ratio of assignable to nonassignable space is significant, though the determination of the relationship in a given library building is the responsibility of many people on campus and at the State level. There may also be a kind of twilight zone between space strictly construed as library-assignable and that considered assignable to other functions or generally nonassignable. In new facilities, especially the library built to contain future book and seating expansion, available space may be given to immediately needed functions not within library control and only peripherally related to library functions. Pragmatic as such an arrangement is in a new or rapidly expanding academic institution, it should be recognized that it complicates and widens the responsibility for good library planning in advance. Indeed, whether or not use of a library facility for non-library functions is contemplated, the librarian of an institution ought to be deeply involved in the library's planning at the early stages.

It is recommended, consistent with the Bixler Report, that when a new library building or a substantial addition to an existing structure is to be planned, the incumbent librarian or a specialist in academic library building be asked to write a detailed program statement outlining the internal needs and related functions of the proposed building for presentation to such persons as may be involved in the planning. The involvement at various stages of library building planning of an expert in facility security is also recommended.

Section C

PERSONNEL

A major indication of the strength of a library is the quality and size of its staff. Without competent people, employed in sufficient numbers to handle library services as they develop, no amount of educational materials, machines, or bricks and mortar will accomplish the desired results. Wages and salaries are the largest single item in the budgets of nearly all academic libraries in the United States.

The best available shorthand measure of staff adequacy is the proportion of full-time students to professional staff members. The ratio adopted by the original Bixler Report was one professional worker to every 300 FTE students.

Table 30 gives the ratio of professionals to student FTE enrollments for Maryland's publicly supported institutions of higher learning. For purposes of comparison, the ratio found in the Bixler Report is also included.

A variable in the difference in ratios among some of the institutions listed in the table is institutional size. The minimum standard for staff in four-year colleges, regardless of smallness of enrollment, is three professional librarians, and for two-year colleges the minimum is two professionals and one experienced nonprofessional.

TABLE 30 — **Ratio of Professional Library Staff to Full-Time Equivalent Enrollment in Maryland Publicly Supported Institutions of Higher Education, Fall 1973 and Ratio in Fall, 1968**

Institution	FTE Enrollments* Fall 1973	Number of FTE Profes. Library Staff	Ratio of Profes. to Students	Ratio in Fall 1968
UNIVERSITY OF MARYLAND				
U.M.C.P.	29,408	92.5	1:318	1:326
U.M.B.C.	4,817	13	1:317	1:285
U.M.E.S.	940	6	1:157	1:168
STATE COLLEGES				
Bowie	2,255	10	1:225	1:336
Coppin	2,145	6	1:357	1:217
Frostburg	2,815	15	1:187	1:280
Morgan	4,688	22	1:213	1:278
Salisbury	2,127	7	1:303	1:143
St. Mary's	998	6	1:166	1:111
Towson	8,887	20	1:444	1:473
COMMUNITY COLLEGES				
Allegany	927	3	1:309	1:214
Anne Arundel	2,474	3.5	1:707	1:488
Catonsville	4,413	11	1:401	1:350
Cecil	416	1	1:416	‡
Charles	722	nr	:	:
Chesapeake	404	3	1:135	1:316
C.C. of Baltimore	3,979	12.5	1:318	1:415
Dundalk	520	2	1:260	‡
Essex	3,954	6.5	1:608	1:492
Frederick	744	4	1:186	1:292
Garrett	166	1	1:166	‡
Hagerstown	1,061	4	1:265	1:297
Harford	1,520	5	1:304	1:230
Howard	722	4.2	1:172	‡
Montgomery — Rockville	6,389	9	1:710	1:591
Montgomery — Takoma Pk.	1,561	4.5	1:347	1:302
Prince George's	5,648	6.5	1:869	1:608

* The demands made on libraries by graduate students may be more accurately reflected by a head count of students than by FTE enrollment.

‡ not opened nr — not reported

Enrollment figures from MCHE. Staff figures reported by institutions on U.S. Office of Education, HEGIS forms.

Student workers may be included in the nonprofessional work force (see Table 31), but if their assistance/FTE makes up more than a third of nonprofessional/FTE, their training and supervision is likely to require an undue amount of staff time and attention, and the quality of library service will tend to deteriorate.

The small library in its beginnings may not be able to attain the one-to-two professional ratio, but as the library grows, this ratio should be its objective. The tendency toward a greater number of nonprofessionals proportional to the number of professionals should be accelerated not only by the growth in size but also by allocation of increasing clerical work to clerical (nonprofessional) workers, by conversion to Library of Congress services and classification, and by eventual progress in automated assistance. On the other hand, pressing mechanization and packaged programs in the beginning without the full minimum of professional staffing is likely to inhibit professional relationships with faculty members and the development of the library as a respected college department. The librarian's personal and professional touch is never more needed than in the establishment of a library and its patterns of use.

It is recommended that Maryland's public academic libraries recognize as a guideline the ratio of professional librarians and non-professional librarians to FTE, depending on various institutional sizes, as indicated on Table 31.

TABLE 31 — **Recommended College and University Professional and Non-Professional Staffing Ratios***

Enrollment	Professional	Non-Professional
500-1,000	1:150	1:200
1,000-2,000	1:175	1:200
2,000-3,000	1:200	1:200
3,000-4,000	1:200	1:250
4,000-5,000	1:225	1:250
5,000-6,000	1:250	1:275
6,000-7,000	1:275	1:300
7,000-8,000	1:300	1:300
8,000-9,000	1:400	1:300
9,000-10,000	1:400	1:350
University		
25,000-35,000	1:350	1:180

* Developed on basis of actual staffing patterns in higher education libraries in Maryland 1973, and national norms.

TABLE 32 — **Professional and Nonprofessional Staff, and Student Assistants, in Libraries of Public Institutions, Number and FTE: 1972-1973**

Institutions	Professional Staff FTE	Nonprofessional Staff FTE	Total Student Assistance		Total Non-professional FTE	Ratio Professional to Non-professional
			Hours	FTE*		
UNIVERSITY OF MARYLAND						
U.M.C.P.	92.5	173.5	122,619	70.07	243.57	1:2.63
U.M.B.C.	13	35	18,391	10.51	45.51	1:3.5
U.M.E.S.	6	5	350	0.2	5.2	1:0.87
STATE COLLEGES						
Bowie	10	13	NA	NA	NA	NA
Coppin	6	9	9,709	5.55	14.55	1:2.42
Frostburg	15	16	7,672	4.38	20.38	1:1.36
Morgan	22	17	18,702	10.69	27.69	1:1.26
Salisbury	7	5	6,275	3.59	8.59	1:1.23
St. Mary's College	6	5	6,562	3.74	8.74	1:1.46
Towson	20	27	17,047	9.74	36.74	1:1.84
COMMUNITY COLLEGES						
Allegany	3	4	2,079	1.19	5.19	1:1.73
Anne Arundel	3.5	5	3,596	2.05	7.05	1:2.01
Catonsville	11	20	11,388	6.51	26.51	1:2.41
Cecil	1	1	1,539	0.88	1.88	1:1.88
Charles	NA	NA	NA	NA	NA	NA
Chesapeake	3	2.5	NA	NA	NA	NA
C.C. of Baltimore	12.5	7.2	7,191	4.11	11.31	1:0.90
Dundalk	2	3	3,538	2.02	5.02	1:2.51
Essex	6.5	13	3,254	1.86	14.86	1:2.29
Frederick	4	6	3,000	1.71	7.71	1:1.9
Garrett	1	1.3	3,958	2.26	3.56	1:3.56
Hagerstown	4	5	2,836	1.62	6.62	1:1.66
Harford	5	7	1,700	0.97	7.97	1:1.77
Howard	4.2	10.8	4,703	2.69	13.49	1:3.21
Montgomery — Rockville	9	21	180	0.10	21.10	1:2.34
Montgomery — Takoma	4.5	7	1,700	0.97	7.97	1:1.77
Prince George's	6.5	13	19,965	11.41	24.41	1:3.76

Source: Reports to the Maryland Council for Higher Education for the U.S. Dept. of HEW, HEGIS Report College and University Libraries, Fall 1973
* Student FTE calculated on basis of 1,750 hours = 1 FTE nonprofessional.

Another measure of staff adequacy is the proportion of salaries and wages within the total library budget. Two types of items — salaries and wages and funds for books, other materials, and binding — dominate an annual library budget. The ratio between these two clusters of expenditures will normally fall somewhere between 3 to 2 and 2 to 1, that is, 60-67 percent for salaries and wages, and 40-33 percent for books, periodicals, other materials (including A-V), and binding. In 1968-69, only three community colleges fell within the limits; four other institutions came close to either its upper or its lower limits. In 1972-73 (Table 33), three State colleges and six community colleges are within

the levels; three others came close. The Bixler Report showed that in eleven institutions the weak item in the ratio was the one for salaries and wages; and that the weakness still exists at the institutions in 1972-73, indicating a continued need to beef up salaries either individually or on a staff basis, or both, at those institutions. Obviously, it would not be desirable to achieve the ratio by reducing the expenditures for books and materials.

Professional Staff

Figures on beginning salaries for professional librarians are published annually. In the *Library Journal* for June 15, 1973 the national average (mean) salary for all 1972 library school graduates was $9,248 ($7,660 in 1968); graduates with previous experience received an average salary of $10,301 ($8,517 in 1968); without such experience, their average salary was $8,672 ($7,218 in 1968). The Bixler Report suggested salaries for Maryland academic libraries might be analyzed and compared to national averages. Both the Bixler Report and the Council on Library Resources use AAUP salary averages as guidelines for library professional salaries.

TABLE 33 — **Ratio of Total Wages and Salaries To Total Sum For Books, Other Materials and Binding in Maryland Publicly Supported Institutions of Higher Education: 1972-1973**

Institution	Salaries and Wages (including students)	Books, AV, Materials and Binding	Percent for Salaries and Wages	Percent for Materials Books, and Binding
UNIVERSITY OF MARYLAND				
College Park	$2,486,266	$1,644,015	62.1	37.9
U.M.B.C.	421,895	449,000	48.4	51.6
U.M.E.S.	112,105	117,245	48.9	51.1
STATE COLLEGES				
Bowie	208,236	127,101	62.1	37.9
Coppin	147,610	111,712	56.9	43.1
Frostburg	295,632	143,972	67.3	32.7
Morgan	409,567	188,217	68.5	31.5
Salisbury	132,597	116,707	53.2	46.8
St. Mary's	107,422	130,991	45.1	54.9
Towson	463,954	305,560	60.3	39.7
COMMUNITY COLLEGES				
Allegany	55,940	23,287	70.6	29.4
Anne Arundel (est)	79,100	57,500	57.9	42.1
Catonsville	295,703	160,864	64.8	35.2
Cecil	16,105	46,676	25.7	74.3
Chesapeake	38,285	28,883	57.0	43.0
C.C. of Baltimore	220,928	49,587	81.7	18.3
Dundalk	37,713	33,890	52.7	47.3
Essex	253,633	139,524	64.5	35.4
Frederick	84,011	28,713	74.5	25.5
Garrett	26,200	16,700	61.1	38.9
Hagerstown	74,784	25,750	74.4	25.6
Harford	117,169	24,217	82.9	17.1
Howard	117,358	62,953	65.1	34.9
Montgomery-Rockville	299,535	140,900	68.0	32.0
Montgomery-Tak. Pk.	153,875	40,195	79.3	20.7
Prince George's	199,860	112,482	64.0	36.0
Charles, 1972	70,000	42,000	62.5	37.5

Source: HEGIS Survey

It is recommended that those of Maryland's publicly supported academic institutions which do not yet accord professional library staff members faculty status and rank and a salary scale paralleling that of the teaching faculty change their policies so that these professionals be accorded such status, rank, and salary scale.

In response to a concern that has grown since the time of the Bixler Report, the *Library Journal* (June 15, 1973) has begun presenting results of its salary survey broken down into salaries received by men and salaries received by women (Table 34). Lacking adequate data for comparison, the Journal wisely resists the temptation to draw conclusions but comments that the data "certainly . . . imply discrimination." Maryland academic institutions, if they have not yet begun to do so, might analyze the fairness of their own employment practices.

Nonprofessional Staff

The Bixler Report outlines the problem of attracting and retaining competent nonprofessional assistants in Maryland's academic libraries and anticipates an increased need for nonprofessional workers with normal library growth and the development of devices. Sufficient compensation and flexibility in the State Merit System are necessary to attract and accommodate the better candidates applying for nonprofessional jobs.

The clerical worker is a well known, traditional figure in library nonprofessional jobs. The nonlibrarian professional is a person of growing importance in large academic and research libraries requiring special expertise. For most Maryland academic libraries looking for added strength in their nonprofessional work, the most important figure would appear to be the library technician or technical assistant.

TABLE 34 — **Library Salaries, 1972, Range and Mean (national sample), *Library Journal*, 15 June 1973**
College, university and junior college libraries

	Men	Women
Range	$6,000-20,000	$4,800-17,000
Mean	9,680	8,746
Public libraries		
Range	6,500-16,500	5,100-19,200
Mean	11,901	8,628
School libraries		
Range	6,928-19,435	5,400-18,125
Mean	10,385	9,437
Other libraries and library agencies		
Range	6,000-20,000	6,000-20,000
Mean	9,931	9,172

One library-school expert in Maryland suggested that libraries set up their own intern training program for library assistants and other nonprofessional workers. This suggestion, however, is a kind of throwback to a public library scheme of on-the-job training, abandoned long ago as a makeshift arrangement. More importantly, it is impossible for any but the largest institutions to establish such training without distorting or abandoning some of their own regular library services. The need is for post-high school academic training.

Therefore it is recommended that a study be made by the State Board for Community Colleges of the potential student interest and the curriculum required for training library technicians, with a view to establishing a successful program which would feed into Maryland's academic libraries the needed flow of nonprofessional workers.

The Bixler Report also argues for the expansion of the State Merit System to include three levels of nonprofessional positions, Library Assistants I, II, and III (level I to correspond to the existing statewide position), to accommodate the increasing need for diverse nonprofessional workers.

Therefore, it is recommended that Maryland extend its State Merit system to State college libraries in such manner as to include three categories of nonprofessional library positions as they are currently in operation at the University of Maryland.

Section D

GROWTH PATTERNS

Adequacy of library support can depend to some extent on local conditions but there are certain general criteria which are useful in determining such adequacy: the library's proportion of the total educational budget (Table 35); the size of the library in relation to the type of academic programs offered; and the expenditures of the library as compared with the size of the student body (Table 35). In current expenditures an important question is whether the library is already well established or is still in the process of acquiring basic materials.

TABLE 35 — **Total Library Expenditures, 1972-1973, of Public Institutions, as Percent of Total institution Educational and General Expenditures, and as per FTE Student.**

Institution	Total Expenditures (1972-73)[1]	Library Expenditures (1972-73)[2]	Lib. Exp. as Percent of Total	Lib. Exp. per FTE Student[3]
UNIVERSITY OF MARYLAND				
U.M.C.P.	91,541,454	4,579,682	5.0	150.35
U.M.B.C.	10,791,809	950,329	8.8	216.43
U.M.E.S.	3,812,134	363,194	9.5	469.85
STATE COLLEGES				
Bowie	6,122,495	375,955	6.1	186.86
Coppin	6,416,065	259,322	4.0	112.80
Frostburg	6,349,541	475,506	7.5	180.53
Morgan	11,928,734	597,784	5.0	116.39
St. Mary's	2,370,351	253,663	10.7	254.17
Salisbury	3,869,234	260,484	6.7	122.46
Towson	16,516,200	769,523	4.6	92.61
COMMUNITY COLLEGES				
Allegany	2,016,524	80,462	4.0	87.74
Anne Arundel	3,543,604	140,150	4.0	62.12
Catonsville	7,858,001	513,107	6.5	122.34
Cecil	559,086	63,621	11.4	181.26
Charles	2,059,005	NA	NA	NA*
Chesapeake	983,779	73,352	7.5	178.04
C.C. of Baltimore	7,566,407	277,648	3.7	66.47
Dundalk	1,142,666	74,342	6.5	245.35
Essex	6,768,077	463,389	6.8	131.72
Frederick	1,372,116	112,724	8.2	167.99
Garrett	470,300	43,700	9.3	287.50
Hagerstown	2,025,102	108,564	5.4	108.24
Harford	3,165,763	144,786	4.6	96.46
Howard	1,448,148	211,198	14.6	403.82
Montgomery	15,307,621	678,422	4.4	91.51
Prince George's	6,762,007	402,825	4.6	81.71

1. Total Educational and General Expenditures, 1972-73, reported to Maryland Council for Higher Education.
2. Grand Total Operating Expenditures, including Salaries and Wages, reported to Maryland Council for Higher Education for Dept. HEW HEGIS Report, College and University Libraries, Fall 1973.
3. FTE for Fall 1972, from Table 23.

* Data for 1972-73 not available.

Table 10 (Section C) shows that, as at the time of the Bixler Report, slightly over half of Maryland's publicly supported academic institutions did not fall within or close to the limits of the normal ratio of expenditures for salaries and wages to costs for books and other materials; however, this is in part, perhaps, an indication of the need for internal adjustment of library budget items, while for some other libraries it may also be an indication of the need for improved salaries.

A better overall indicator of support is the library's proportion of its institution's total sum of expenditures for educational purposes. If a developing audio-visual department is under library jurisdiction or if graduate student enrollment is becoming an important factor in the instituiion's curriculum, six to seven percent is a more realistic base figure, and if the library is in a period of very rapid growth, the percentage may go to ten percent or higher.

Another frequently applied measure of adequacy is the library's expenditure per student. For continuing support in four-year colleges, $100 was considered a standard figure in the Bixler Report. A norm of $75 per student was recommended for the community colleges. However, Table 12 and other indications (including Table 36) of spiraling inflation suggest that any recommended dollar amount per capita will be adequate only for the moment. A further study of the tables presented in this chapter taking into account the factor of inflation would support the conclusion that expenditures ought not be less than $100 per student.

TABLE 36 — **Average Periodical and Book Costs: 1967-1972**

	1967	1968	1971	1972
Average periodical subscription	$ 8.06	$ 8.65	$11.66	$13.23
Average serial service price for science and technical journals	51.65	64.02	90.23	99.78
Hardcover trade and technical books, selected subjects, average price				
General literature	6.84	7.83	11.43	12.03
Technology	12.86	12.93	15.28	16.11
Art	12.32	12.00	16.41	14.94
Education	5.62	6.22	7.81	10.26
History	8.21	9.03	12.97	14.92
Average price per book for all books published	7.99	8.47	13.25	12.99
Paperbacks, average price	.79	.95	1.01	1.12

From *The Bowker Annual of Library and Book Trade Information*, 1969 and 1973.

The Bixler Report recomended that all State college libraries failing to reach a minimum level of five percent of their total educational budget and a level of $100 of library expenditures per FTE enrolled student receive added support to attain these levels; and that all community college libraries failing to reach the minimum expenditure of five percent of their total educational expenditures and a level of $75 library expenditure per FTE enrolled student receive the added support necessary to attain those levels.

The study of national inflationary trends indicates dollar amounts are inappropriate. The study of data from and trends in academic institutions indicates that some of the library problems may be internal problems of the college.

Institutions with weaknesses in holdings, staff, or facilities should examine their total institutional budgets to determine if the library is receiving an adequate share.

Growth

In an effort to project the coming needs of Maryland higher education, new community colleges have been planned and estimates of academic enrollments have been made. Projected enrollment for each institution appears in Tables 37-39 on the following pages.

A special word needs to be said here about the University of Maryland. As a major institution in the State's tripartite system of publicly supported higher education, the University appears in Tables 37-39, as well as in several previous tables. Nevertheless, standards for large university libraries have not yet been developed, and most formulas for college libraries do not fit the problems or the mass expansion of a university system. A graduate student, for instance, requires far more library resources and facilities than an undergraduate. That fact plus the variety of separate graduate programs and the multi-library character of the campus precludes the possibility that space for seating and for library service can always be accurately forecast.

Space in library buildings assignable to library use breaks down into four elements: user seating, books and materials as shelved, total area for service, and staff work space. The last element, office space for staff, is spelled out as 150 square feet per professional and 125 square feet per nonprofessional, but the total is included within the total service area.

Drawing upon enrollment projections and using recommended formulas, the tables which follow project the needs of individual academic libraries in terms of accessions of volumes, total holdings, number of professional and nonprofessional staff required, and the space required for the major elements of library activity.

Table 37 presents figures not only of recommended library holdings and size of professional and nonprofessional staff but also gives requirements in space for seating, book collections, and library service as of 1980 for four-year institutions. Table 39 gives projections of a similar type for Maryland's community colleges.

The goals set forth in Tables 37-39 will not be easily attained. Nevertheless, the Maryland system of higher education is set on a course of steady growth, and postponing the response to need will not in the end save money but add to later fiscal burdens. The goals themselves are worthy of great effort and full attainment.

TABLE 37 — **Projected FTE Enrollments, and Recommended Library Holdings, Storage Space, Reader Space, Service Space, Professional Personnel, and Non-Professional Personnel, for State Colleges: 1980**

College	Graduate and Undergraduate		Recommended Holdings (Vols.)	Recommended Space (NASF)			Recommended Personnel	
	FTE Enrollment Projections	FTDE Enrollment Projections		Stack	Reader	Service	Professional	Non-Professional
Bowie	4,200	3,385	230,000	22,200	21,156	10,830	19	17
Coppin	3,000	2,100	170,000	16,800	13,125	7,481.25	15	12
Frostburg	3,500	3,392	195,000	19,050	21,200	10,062.5	18	14
Morgan	5,000	4,175	270,000	25,800	26,093.75	6,523.44	20	18
St. Mary's	1,444	1,444	92,200	9,220	9,025	4,561.25	10	7
Salisbury	3,000	2,778	170,000	16,800	17,362.5	8,540.63	15	12
Towson	10,200	8,874	530,000	46,900	55,462.5	25,590.63	26	34

BASIS OF COMPUTATIONS

Enrollment Projections: Board of Trustees of the Maryland State Colleges Report to Maryland Council for Higher Education, July 11, 1974, St. Mary's College Letter November 28, 1973.

Holdings: ALA Formula: 50,000 Volumes for first 600 students (FTE) — 10,000 Volumes for each 200 students (FTE)

Stack Space: First 150,000 Volumes .1 NASF/Vol. — Second 150,000 Volumes .09 NASF/Vol. Next 200,000 Volumes .08 NASF/Vol. — All Additional .07 NASF/Vol.

Reader Space: Seating for one fourth of *FTDE* students; 25 NASF/Seat.

Service Space: 25 percent of total stack and seating space.

TABLE 38 — **Projected FTE Enrollments, and Recommended Library Holdings, Storage Space, Reader Space, Service Space, Professional Personnel, and Non-Professional Personnel, for State Colleges: 1980**

College	Graduate and Undergraduate		Recommended Holdings (Vols.)	Recommended Space (NASF)			Recommended Personnel	
	FTE Enrollment Projections	FTDE Enrollment Projections		Stack	Reader	Service	Professional	Non-Professional
U.M.B.C.*	8,350	7,515	387,500	35,500	46,968.75	20,617	21	24
U.M.C.P.**	33,911	31,332	1,730,600	131,642	195,825	81,866.75	97	188
U.M.E.S.*	1,726	1,583	106,300	10,630	9,893.75	5,130.75	10	9

* FTDE Estimated at 90 percent of FTE

** Based upon UMCP Estimated Library Projections Computations same as for 4 Year Colleges

TABLE 39 — Projected FTE and FTDE Enrollments, and Recommended Library Holdings, Stack, Seating, and Service Spaces, Professional Personnel, and Non-Professional Personnel, for Community Colleges: 1979 and 1984

College	Enrollment Projections[1] FTE 1979	FTE 1984	FTDE 1979	FTDE 1984	Recommended Holdings (Vols.) 1979[2]	Recommended Space (NASF) 1979 Stack[3]	Seating[4]	Service[5]	Recommended Personnel Professional 1979	Professional 1984	Non-Professional 1979	Non-Professional 1984
Allegany	1,127	1,037	743	684	20,370	2,037	4,275	1,578	4	3	4	3
Anne Arundel	3,139	3,472	2,386	2,639	44,720	4,472	16,493	5,241	10	12	10	12
Baltimore	5,138	5,341	3,494	3,632	63,410	6,341	22,700	7,260	17	18	17	18
Catonsville	5,206	5,328	3,904	3,996	63,280	6,328	24,975	7,826	17	18	17	18
Cecil	566	690	351	428	20,000	2,000	2,675	1,169	2	2	2	2
Charles	1,345	1,591	1,063	1,257	25,910	2,591	7,856	2,612	4	5	4	5
Chesapeake	520	538	382	387	20,000	2,000	2,418	1,105	2	2	2	2
Dundalk	1,155	1,688	731	1,110	26,680	2,668	6,937	2,401	4	5	4	5
Essex	4,315	4,425	3,630	3,725	54,250	5,425	23,281	7,177	14	15	14	15
Frederick	1,047	1,161	764	848	21,610	2,161	5,300	1,865	3	4	3	4
Garrett	223	226	163	165	20,000	2,000	1,031	757	1	1	1	1
Hagerstown	1,416	1,541	1,204	1,310	25,410	2,541	8,187	2,682	5	5	5	5
Harford	2,348	2,415	1,738	1,787	34,150	3,415	11,168	3,646	8	8	8	8
Howard	1,775	2,560	1,243	1,742	35,600	3,560	10,887	3,612	6	9	6	9
Montgomery	9,986	10,976	8,590	9,567	119,760	11,976	59,794	17,943	33	37	33	37
Prince George's	7,920	9,276	5,940	6,957	102,760	10,276	43,481	13,439	26	31	26	31

1. Enrollment projections from SECC/MCHE; computations based on 10-year projections.
2. 20,000 for first 1,000 FTE; 1,000/100 FTE or part thereof.
3. .1 NASF/volume.
4. Space factor: 6.25/FTDE.
5. 25 percent of total stack and seating space.

Source: SBCC — August, 1974.

Section E

COORDINATION

The academic library is basically an institution supportive of the particular college or university of which it is a part, and its budget, the number and quality of its personnel, and its facilities should reflect the purpose and drive of the total institution. Yet the library cannot develop in campus isolation nor can its service to faculty and students depend solely on its own resources. The problems of library coordination in recent years have arisen everywhere, but nowhere have they seemed more insistent than in Maryland, where a tripartite system of higher education, pressure to develop resources to meet an expanding student population, and rising costs have called for study to consider answers and solutions.

The Bixler Report reviewed the history of efforts toward library collaboration and recommended that Library of Congress classification be used throughout the state academic libraries; that Towson prepare its library for the application of computer services for the benefit of other State colleges; that the State Boards work to improve intercommunication among the State colleges and among the community colleges; that a study of user needs and practices be made; and that a full-time library specialist be added to the staff of the Maryland Council for Higher Education.

It is in response to a number of these recommendations for collaboration that the greatest improvements in library use and service have been made since the Bixler Report. An earlier Chapter of this *Master Plan* outlines the history of the statewide public library network, the participation of Frostburg State College in that network, the naming of Enoch Pratt Free Library Central Branch as the State Library Resource Center, and the involvement of the McKeldin Library of the University of Maryland at College Park as a "backstop" resource.

In 1970, the Maryland Council for Higher Education's Library Study Committee formed an ad hoc committee charged with the responsibility to investigate the feasibility of cooperative library automation among colleges and universities in the state and to make recommendations to the parent committee and the Council. The ad hoc committee was composed of representatives from the University, the State colleges, the Towson Computer Center, community colleges, private colleges, the Library of Congress, the ADP Administrative Offices, and Council staff.

The ad hoc committee recommended that the first step in creating a network of library automation should be the establishment of an "academic library center," initially associated with the University of Maryland's Library Data Center at College Park. The immediate benefit of this would be the creation of a union catalog by comparing those unique titles at the University with other State-supported institutions. Such a list, when completed, would be composed of approximately 1,000,000 titles.

Among the other achievements of the network would be the development of statewide cooperation in acquisitions, a statewide cooperative project in cataloging and classification, improved and less costly inter-library loan operation, and statewide cooperation for the control of circulated materials.

While the initial concern of the network would be to serve the higher education institutions of the state, the ad hoc committee also recognized that other Maryland institutions with research collections as well as those in contiguous states should be taken into consideration for inclusion in the network at a later date, as well as sharing library data from other networks throughout the nation.

Therefore, **it is recommended that Maryland's academic libraries develop or join a centralized automated system under the Maryland Council for Higher Education coordinating leadership to improve statewide interlibrary cooperation, computer applications, and automated services in purchasing, cataloging and book processing.**

At their meeting of November 20, 1973, the Board of Trustees of the Maryland Independent College and University Association resolved that:

1. Private academic libraries would be assured of participation in any formulation of statewide library planning;
2. Representatives from private academic libraries would

be members of the Governor's Advisory Council on Libraries;

3. Services of a central resource center, however developed, would be made available to all private and public academic libraries;
4. The Bixler Report would be employed as the basis for private as well as public academic library standards and participation in interlibrary cooperation; and
5. Private academic libraries would participate in MALCAP.

Both revision of the Maryland Union List and an inventory of special collections are worth serious consideration for the further assistance they might render inter-library cooperation. For materials in technical areas, community college libraries should examine collections (including periodicals) generated by special technical programs offered by their respective institutions. Further, a census of special resources in audio-visual materials has become even more important now than it was at the time of the Bixler Report, given the considerable expansion of such collections.

Therefore, **it is recommended that the Board of Trustees of State Colleges actively encourage intercommunication among the librarians of its constituent colleges; that the State Board for Community Colleges perform a similar function for its constituent members; and that statewide coordination and automation be achieved through the Maryland Council for Higher Education by means of a statewide Library Study Committee and the fullest development of an organized statewide automated processing system.**

Conversion to LC Classification

Development of a statewide automated system makes conversion to LC classification even more imperative now than it was when recommended in the Bixler Report. Yet there are also other reasons for conversion: a) though conversion is unlikely to cut gross costs (since modern library inputs are increasing) it will reduce unit costs; b) it improves the quality of the catalog (this is based on the supposition, usually well founded, that it avoids previous variations in detail); c) it reduces the need for professional personnel in the processing department by putting more work within the grasp of nonprofessional staff. (Released professionals could shift to much needed professional positions in a growing library system.)

Since the Bixler Report, all of the community colleges except Frederick have completed or almost completed the conversion to LC classification. The State Colleges have not completed conversion, although Frostburg has almost completed the changeover; Towson, which had 40,000 volumes to be done in 1969, is making progress; and Morgan is now using LC for its new acquisitions.

Therefore, **it is recommended that State and community college libraries which have not already completed conversion to Library of Congress classification do so as soon as possible; that the conversion be accomplished with few or no deviations; and that where a library collection yet to be reclassified is substantial (10,000 volumes or more), State funds be provided to perform the operation and reduce the interim period when the library's collections and catalogs are divided between two systems and two locations.**

Perhaps the most all embracing recommendation in the 1967 Nelson Associates report on library coordination was that each four-year and two-year college undertake "a self-study to determine what steps should be taken to build libraries supportive of the instructional program." The Bixler Report repeated this recommendation. Some institutions have taken steps and others have not; some of the steps taken were uncertain. As was seen in the Bixler Report, a number of libraries, especially those in the State colleges, were in the midst of major problems of staffing, the construction or planning of new buildings or additions, and the acquisition of book collections adequate for their changing role and college population. The varied climate in Maryland's tripartite system of higher education, the rapid growth of some institutions, the traditionalism of others, and the likelihood of further change in educational programming give a pressing quality to the many disparate library problems at this time.

User Study

Traditionally, reports on college libraries have been set down in quantitative rather than qualitative dimensions. Statistics on library needs in number of volumes to be accessioned, periodicals to be sent to the binder, square feet of space for a new collection — these and similar items form the basis of an annual report, a request for additional funds, or a survey of anticipated growth. Such figures are useful; they give an inventory of an on-going, internal operation. They present the library as an institution prepared to entertain clients, visitors, or readers. If the report also presents growth in circulation figures, this is only part of the iceberg of library use, as the librarian usually points out. *The essential result is a survey of potential efficiency rather than one of effectiveness.* Usually lacking is knowledge of the quality of readership, the full context in which the library operates, and the library's relationship to other resources in the region.

Quantitative evaluations play a significant role in the establishment of institutional libraries or in the on-going activities of a library already fulfilling a specific job at full or near full capacity. They are partial or less conclusive in a changing environment, where the college student population is expanding, where new institutions are springing up designed to meet new educational wants, and where the educational milieu is in flux and old learning patterns are being altered — as in the Baltimore area. Moreover, knowledge of user psychology and the user point of view has never been in good supply anywhere.

Professional librarians have acknowledged that the user in search of specialized knowledge — whether student, teacher, or researcher — usually has a choice today in the patterns by which he may obtain the answers or the services he wants. They further point out that a user's estimate of the relative cost-effectiveness of alternatives may not be very good — it may be biased by habit, incomplete knowledge, and attitudes based on inadequate trials — but good or bad, this estimate determines the decisions on which means he employs to obtain service. These professionals have approached this problem qualitatively, from the point of view of what librarians should know about patterns of use, and in terms of research and development.

The Regional Planning Council is presently endeavoring to make, with special application to the Baltimore area, a study of user needs and practices of the college population. The results of this study should provide needed insights for the updating and further development of this academic library *Master Plan.*

CHAPTER V
Physical Facilities

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PUBLIC LIBRARIES

Introduction

Maryland for decades has been known for its leadership in the planning of public library facilities. It was while planning the Enoch Pratt Free Library Central Building that Joseph L. Wheeler and Alfred M. Gethens formulated for the first time service and space standards which serve as a basis for the American Library Association's Standards. Their book, *The American Public Library Building*, published in 1941, is still considered basic for planning library facilities. Mr. Wheeler was the leading building consultant in the nation and was instrumental in revising and modifying the standards according to changing needs in services and findings of research and studies. Through continuing use and revision the American Library Association's standards have served Maryland government officials, librarians, trustees, and consultants as guidelines in planning facilities.

Maryland has four basic types of service outlets:

1. The headquarters building, which usually includes administrative facilities and functions as the greatest materials resource for the system.
2. Branch buildings which are designed to make the library services available to the people in a certain community or area.
3. Library book or reading centers, usually housed in store fronts or small rented buildings to provide services to isolated groups or those who have special needs, such as inner city Baltimore residents.
4. Bookmobiles or mobile units which travel on announced schedules and provide library resources in communities without branches in remote or scattered urban sections and at crossroad stores, schools, and other centers where people gather. These units are also used to determine the need for future permanent facilities.

Maryland at the present time has:

Permanent Buildings (Headquarters and Branch)	135
Book Centers	21
Bookmobiles	33

Facility Planning

Maryland's public library law charges local Board of Library Trustees with two duties concerning library facilities:

1. To recommend to the local governing body the purchase, condemnation, rental, use, sale or conveyance of real and personal property, for any purpose valid under the subtitle of the law. (Article 77, §173 [12.])
2. To select the location of and make or approve plans for the erection of library buildings thereon subject to the approval of the local governing body. (Article 77, §173 [13].)

Functioning under these specified duties, 18 of the systems have projected capital improvement programs, which have been approved by the Board of Library Trustees and, when applicable, have been recorded in the governmental body's projected needs. Six systems do not anticipate extra space needs within the next five years. Plans have been formulated by utilizing the expertise of the staff, local governmental planning agencies and community leaders, and by using sociological and governmental studies made by other agencies, the assistance of the Division of Library Development and Services' Specialist in Library Facilities, and consultants from outside the state. Formulation of these plans for the most part has been supported by local funds; Library Services and Construction Act funds, when available, have been used for consultant assistance in the study of special problems, such as site location.

When a new building is anticipated, an Architectural Program is written with the assistance and evaluation of the experts mentioned above. The Programs are revised and amended until they meet the approval of the Board of Library Trustees and pertinent governmental officials.

Present Status

It is not surprising to learn that many of Maryland's public library systems will soon celebrate a century of service. But it is something of a revelation to look at the array of facilities housing these public library systems. Headquarters range in size from the 197,493 square-foot central building of the Enoch Pratt Free Library of Baltimore to the 1,900 square-foot store-front of the Kent County Public Library in Chestertown. While the majority of public library facilities were designed to house library collections and services, many were originally intended to serve as banks, churches, retail stores, private homes, town halls, and small, office-based operations. One agency is presently housed in two mobile trailers. This diversity of facilities reflects on the need for capital building programs at local system levels while, at the same time, it serves as a testimonial to the efforts of public library administrators to meet the information needs of Maryland's citizenry.

Maryland has 24 public library systems: one in each of its 23 counties and one in Baltimore City. A total of 156 public library agencies (outlets) are administered by these systems. Dates of construction are available for 144 of that number.

Opened in 1878, the George Peabody Department of the Enoch Pratt Free Library is the oldest library facility still in use in Maryland. Agencies now operating in Canton and on St. Paul Street are two of four Pratt branches opened late in the nineteenth century. Pratt's Hampden Branch opened in 1900. Elsewhere in Maryland, a total of 17 public library agencies opened between 1901 and 1950 inclusive. Two exceptionally well-planned facilities need further mention.

Perhaps the most functional as well as grandest public library building in the state was opened in 1933. The Central Library of the Enoch Pratt Free Library, centrally located in both city and state, still draws library planners from far and wide.

Formally opened for public library services on January 18, 1938, the C. Burr Artz Library in Frederick moved the Public Library Advisory Commission to describe the new facility as "the outstanding library in the state outside of Baltimore City." However, both of the above facilities are now facing space problems.

The first true boom in public library construction came about during the next ten-year span (1951-1960), when a total of 31 agencies opened. In the City of Baltimore, Enoch Pratt Free Library opened six new branches: Edmondson Avenue, Hamilton, Northwood, Pennsylvania Avenue, Pimlico, and Walbrook. During the same time span, Pratt

opened five renovated agencies: Forest Park, Gardenville, Govans, Patterson Park and Roland Park. Twelve of the 31 agencies were opened in facilities adapted to library use. Nineteen were designed to house library operations.

The next decade (1961 through 1970), witnessed an even greater boom in library construction. Burgeoning population, an explosive increase in human knowledge and the inadequacy of space to handle both, brought many systems face-to-face with an exigency that could be met only by providing new or greatly enlarged public library quarters.

A stimulus to construction in the 1961-1970 decade was the Library Services and Construction Act, P.L. 88-269, which became effective July 1, 1964, or the beginning of Fiscal Year 1965. Funds for the construction of public library facilities were available under Title II of this Act. (For more about this Act, see the section on Funding.)

From 1961 through 1970, a total of 67 public library agencies opened in Maryland. The Baltimore County Public Library system, responding to the needs of Baltimoreans who were moving to the suburbs, constructed ten of these agencies: Arbutus, Catonsville, Cockeysville, Essex, Lansdown, Loch Raven, North Point Area, Perry Hall, Randallstown, and Reisterstown. The Enoch Pratt Free Library, attempting to meet the needs of shifting populations, opened five new branches in the City: Brooklyn, Dundalk Avenue, Herring Run, Hollins-Payson, and Reisterstown Road. The Annapolis and Anne Arundel County Library system was feeling the flight to suburbia also and opened five new agencies: West Street (Annapolis), Linthicum, North County (Glen Burnie), Odenton, and South County (Deale). Of the remaining 47 agencies, 30 were facilities designed and constructed for library use, and three were existing libraries which underwent extensive renovation and expansion.

Since January 1, 1971, a total of 25 public library agencies have opened. Systems opening a total of three buildings include: Anne Arundel with new branches at Brooklyn Park, Riviera Beach, and Severna Park; Enoch Pratt with new branches at Broadway, Light Street, and Waverly; and Baltimore County with branches at Parkville-Carney and Rosedale and a new system's headquarters at Towson. New headquarters buildings were also opened in Calvert, Caroline, Dorchester, and Montgomery Counties.

Of the 25 agencies opened since January 1, 1971, nine are in facilities originally designed for use other than public library service.

Recapitulation:

TABLE 40 — **Public Library Agencies — Maryland**

Opening Dates	Number of Agencies	Designed for Library Use	Adapted to Library Use
date unavailable	12	2	10
to 1900	4	4	0
1901-1910	0	0	0
1911-1920	2	2	0
1921-1930	3	1	2
1931-1940	5	3	2
1941-1950	7	0	7
1951-1960	31	19	12
1961-1970	67	53	14
1971-to date	25	16	9
	156	100	56

TABLE 41 — **Present Facilities, System Space Needs, and Projected Costs for Maryland's Public Library Systems FY 1976 - 1980**

Local Unit	Population (1974 Est.)	Number of Agencies	Present Square Footage	Square Footage Needed in Five Years	Cost @ $40/Sq. Ft.
Total State	4,209,100	156	1,632,014	662,449	26,067,960
Allegany	83,400	5	27,241	8,500	340,000
Anne Arundel	325,200	9	106,203	88,000	3,520,000
Baltimore City	894,500	29	481,222	38,349*	1,533,960
Baltimore	652,400	17	233,300	25,000	1,000,000
Calvert	22,400	1	15,700	—	—
Caroline	19,800	2	12,750	—	—
Carroll	75,100	5	12,100	17,500	700,000
Cecil	54,600	4	8,250	4,900	196,000
Charles	53,500	4	17,021	10,000	400,000
Dorchester	29,000	3	19,900	—	—
Frederick	89,800	5	16,585	25,000	1,000,000
Garrett	21,800	7	15,255	—	—
Harford	130,200	5	40,766	29,400	1,176,000
Howard	71,900	5	17,000	32,000	1,280,000
Kent	16,300	1	1,900	10,100	404,000
Montgomery	590,400	15	206,629	105,000	4,200,000
Prince George's	778,800	18	275,242	208,350	8,334,000
Queen Anne's	18,[illegible]	1	10,000	—	—
St. Mary's	50,200	2	20,000	—	—
Somerset	18,500	2	2,800	10,200	408,000
Talbot	24,300	2	8,284	16,150	646,000
Washington	108,200	9	47,290	2,000	80,000
Wicomico	55,700	1	20,000	20,000†	800,000
Worcester	24,200	4	16,576	12,000	480,000

* Figure does not include space requirements for the State Library Resource Center.
† Figure includes space for the Eastern Shore Regional Library.

Projected Space Needs

Maryland's public libraries, when considered in regard to the population they serve and the facilities housing their collections and services, are remarkably true to the standards section of this plan. Demographic dispersal, proximity of allied resources, cooperative loan/exchange systems, and related factors have always prompted public library administrators to write building programs tailored to the needs of the clientele the proposed agency will serve. A built-in flexibility allows for local adjustments when services are modified as needs change.

Six of Maryland's public library systems have adequate space to house operations and growing collections for approximately ten more years. The Division of Library Development and Services maintains an inventory of projected Public Capital Improvement Programs. Based on this inventory 11 systems need new or expanded headquarters facilities and ten systems have plans for new or expanded branch facilities within the next ten fiscal years.

The following table presents present space for all systems and total space requirements for each of the systems which have space needs.

Cost of Construction

Public library construction costs have risen steadily over the years. The following arithmetical averages reflect this escalation:

TABLE 42 — **Square-Foot Construction Costs — Public Libraries***

Year	Maryland
1968	$20.18
1969	21.23
1970	23.36
1971	27.47
1972	34.67
1973	36.52

* Maryland averages were taken from information on file at the Division of Library Development and Services.

Since this trend is expected to continue upward, a figure of $40 per square foot is used in projecting costs for future space needs outlined in this plan.

A total of the space needs for the five fiscal years indicates that 662,449 square feet are needed by the end of fiscal year 1980.

Using a base cost of $40 per square foot, $26,067,960 must be expended to meet these needs.

Funding

Although the State of Maryland made no contribution toward financing public library construction programs prior to 1965, public library systems depending entirely upon local funds had evolved in each of Maryland's 23 counties and the City of Baltimore long before that date. While a majority of these systems were too small and too poorly supported to establish an effective level of service, the importance of the public library's role in funding was always emphasized.

Since the first of Maryland's Public Library Incentive Fund monies were realized in Fiscal Year 1965, all expenditures for public library construction from that date forward have been brought together so that a picture of total funding may be drawn.

Local

Maryland's 24 public library systems allocated and expended a total of $14,811,375 from local funds for facility construction and renovation from Fiscal Year 1965 through fiscal year 1973. This amount represents 65.40 percent of all monies ($22,646,817) expended for public library facilities during that period.

State

Subsection 177, Article 77 of the *Annotated Code of Maryland* states:

> . . . A Public Library Incentive Fund, created as of July 1, 1964, is continued for the purpose of granting aid to the counties and the City of Baltimore to finance debt service and/or pay-as-you-go capital outlay expenditures for the purchase of land for libraries, the purchase and construction of library buildings, remodeling and adding to library buildings, and the purchase of equipment and furniture for such library buildings. . . .

These funds may also be used to repay actual prior expenditures for capital construction and improvements.

To participate in this fund, each county and Baltimore City may levy one half-cent (½¢) "on each hundred dollars of the valuation of property assessable at the full rate for county purposes for the previous year as reported by the State Department of Assessments and Taxation. Funds received by a board of county commissioners, or county council, or the mayor and city council of Baltimore, from any source other than the State of Maryland, and applied to the purposes specified . . . shall be treated for the purposes of this section as having been levied on the tax rate of the county or city." (Article 77 §177 b.)

The basic formula for computing the amount to be paid each county and the City of Baltimore is the difference between 50¢ times the population of the county or city and the amount realized by the levy of one-half cent on each hundred dollars of the valuation of assessable property. If less than the ½¢ is levied, both sides of the formula are figured using the reduced fraction.

These funds are paid to and allocated by the board of county commissioners, county council, or mayor and city council of Baltimore, after signed affidavits are received from those library systems qualifying under the Act. The amounts expended since the Act was created follow:

TABLE 43 — **State Aid Incentive Fund**

	Actual Payments to Qualifying Local Jurisdictions	Appropriations
1964-65	$ 275,000	$ 311,208
1965-66	285,921	311,123
1966-67	275,226	305,568
1967-68	236,516	265,069
1968-69	221,580	248,498
1969-70	193,178	216,933
1970-71	1,005,181	1,110,984
1971-72	1,010,360	1,105,403
1972-73	1,037,196	1,077,619
	$4,540,158	$4,952,405

The total expenditure of $4,540,158 represents only *20.05* percent of all funds expended for public library construction and renovation in Fiscal Year 1965 through Fiscal Year 1973.

Federal

The Library Services and Construtcion Act, Public Law 88-269, became effective beginning with Fiscal Year 1965. The last allocation under Title II of this law fas for Fiscal 1973. No funds are projected for Fiscal Year 1974 under Title II.

Beginning with fiscal 1965 and ending with fiscal 1973, a total of $2,952,306 was made available from this source for public library construction. This amount represents *13.04* percent of the total ($22,646,817) expended for public library facilities during that period.

Funds provided under the Appalachian Regional Development Act of 1965 and administered through the Appalachian Regional Development Commission, may be requested for new library facility construction in three of Maryland's counties: Allegany, Garrett, and Washington. To date, a total of $342,978 has been used from this source. This represents *1.51* percent of the total expended ($22,646,817) for public library facilities during the period beginning with Fiscal Year 1965 and running through Fiscal Year 1973.

Recapitulation

Expenditures for Public Library Construction in Maryland FY 1965 — 1973

Source of Funds		Amount	Percent of Total	
Local		$14,811,375	65.40	
State of Maryland		4,540,158	20.05	
Federal	Appalachian Regional Development Act	342,978	1.51	14.55
	Library Services & Construction Act	2,952,306	13.04	
		$22,646,817	100.00%	

Current prospects for more funding from federal sources are poor. Without these funds, it is apparent that either the local jurisdictions or the State of Maryland must assume an additional 15 percent of public library construction costs.

Therefore, it is recommended that:

1. **Alternative formulae be investigated which will stabilize construction support.**
   (Fluctuating population and assessed property valuation in the formula for State Aid for Construction [Incentive Fund] cause a decrease in allocations in each year.)
2. **The Division of Library Development and Services approve local construction project programs to assure that they meet the standards and criteria for library facilities.**

Standards for Public Libraries

The American Library Association standards are used in this report as guidelines. Library buildings should reflect service goals, and therefore a certain flexibility in the use of the American Library Association standards is necessary.

A. General Standards:

1. Location of the facility is of paramount importance. It must be situated near the center of vehicular and pedestrian traffic and within a geographic area of adequate population concentration. The purpose of the building is to attract and serve the greatest possible clientele at the least cost.
2. The site must allow for future expansion or even conversion to other use in areas where population may shift.
3. Adequate parking facilities should be provided if they are not available in the immediate vicinity.
4. Ease of access, with particular attention to the requirements of the handicapped, is of great importance.
5. Design should provide passersby with a free view into the interior.
6. Interior should be kept as open as possible and free of permanent walls and support columns.
7. The plan should emphasize relationship of space and services and should be functional for both staff and public.
8. Staff work areas should be planned carefully to streamline the work and to give greater efficiency.
9. Halls, corridors, and elaborate framing should be kept at a minimum.
10. Interior design must include elements to accommodate anticipated future technology, such as Cable TV, computer-based circulation systems, telefacsimile transmission systems, etc.
11. Temperature and humidity control, lighting and accoustical treatment must be adequate.
12. An architect must be employed for the design phase.
13. Construction and equipment documents must be put out for bid.

B. Space Standards:

1. Shelving
   Standard library book shelf equals 3 linear feet
   Film shelving, 4 feet wide, 18 inches deep and 7 feet high, for 300 films.
2. Volumes
   2.5 per capita for area served, based on projection of 10 years
   1 linear foot of shelving for every 8 books
   1 square foot of floor space for every 8 books
3. Films
   1 square foot for every 4 prints
4. Reader Space
   3 seats per 1,000 population
   30 square feet per adult reader
   25 square feet per juvenile reader
   30 square feet per carrel
5. Staff work space
   150 square feet for each full-time staff member
6. Additional Space
   Service space needs for circulation desks, catalogs, photo copy area, periodical housing.
   20-25 percent of total net area for building of less than 50,000 square feet
   18-20 percent of total net area for building of more than 50,000 square feet
   10-15 percent of net assignable space for mechanical housing, janitor closets, support walls, stairs, etc.

REGIONAL RESOURCE CENTERS

Introduction

The purpose of a Regional Resource Center is to provide, through mutual cooperation and coordination, the constituent libraries with print and non-print resources and professional expertise which one individual library could not adequately provide for itself.

At the present time, Maryland has organized three Regional Resource Centers in compliance with subsection 169, Article 77 of the *Annotated Code of Maryland*. These are the Eastern Shore Area Library in Salisbury, the Western Maryland Area Library in Hagerstown, and the Southern Maryland Regional Library Association in La Plata.

According to the above law, a region should comprise three or more counties and have a population of at least 100,000 persons and, preferably, 200,000.

The law then indicates location, services to be rendered by the facility, powers and duties of the advisory board, and administration.

The law also provides for State support of capital improvement of existing facilities, additions, or new facilities for regional resource centers.

Inventory of Space

A. **Eastern Shore Regional Resource Center**

The Eastern Shore Regional Resource Center (Caroline, Dorchester, Kent, Queen Anne's, Somerset, Talbot, Wicomico, Worcester counties) is housed in the headquarters of the Wicomico County Free Library, Salisbury.

This Regional Resource Center is desperately in need of space at the present time. Staff workspace in particular is woefully inadequate.

Present space allocations:

Audiovisual	338 square feet
Print Collection	14,050 " "
Personnel	512 " "
Public Seating Areas and Meeting Room	4,100 " "
Workspaces	1,000 " "
	20,000 square feet

B. **Southern Maryland Regional Resource Center**

The Charles County Public Library headquarters in La Plata serves as the Southern Maryland Regional Library Center for Calvert, Charles, and St. Mary's counties. Completed in 1966, the facility has only 12,949 square feet of usable floor space. An additional 1,690 square feet remains unfinished, but is used for collection storage. Approximately 370 square feet of the unfinished space is taken up by mechanical equipment. Designed to house comfortably the headquarters of the Charles County Public Library for ten years, the regional resource center has occupied space in the building since it opened.

Since a population increase of 71 percent is projected for the tri-county area by 1980 and the present space is becoming inadequate, a study of space needs should be made as soon as possible.

Present space allocations:

Audiovisual	800 square feet
Book Collection	5,000 " "
Public Seating Areas	3,120 " "
Staff Areas and Workspaces	4,029 " "
	12,949 square feet

A study will be conducted by 1976 to determine the feasibility of expanding this facility.

Plans are also presently underway to place lighting in the unfinished area so that active collections may be stored.

No additional space is requested in this plan at the present time.

C. **Western Maryland Regional Resource Center**

This resource center serving Allegany, Garrett, and Washington counties occupies space in the Washington County Free Library Headquarters, Hagerstown. Although it now has adequate space for operations, some internal spatial changes would bring about additional office and work space. Population projections for this tri-county area indicate a slow growth rate.

No additional space is recommended for this regional resource center at this time.

Additional Facility Requirements

As section I indicates, additional facilities are presently necessary for the Eastern Shore Area Library only. This increased space is needed to house collections, personnel, and public services.

A. Material Resources

1. Audiovisual

As the chart below indicates, the Eastern Shore Area Library presently owns an embryonic audiovisual collection. Much "care and feeding" will be necessary to reach the collection levels needed.

presently owned	needed	recommended collection
16 mm films 361	1,139	1,500
Recordings 1,283	717	2,000
Filmstrips 76	424	500
8 mm films 505	—	500
Cassettes 389	611	1,000

The audiovisual collection now occupies 338 square feet. It is estimated that an additional 662 square feet will be needed to house this collection.

Space needs and cost: 662 square feet @ $40 = $26,480

2. Print Collection

The guidelines for Regional Resource Centers call for a collection of 100,000 adult titles. While the collection of the Eastern Shore Regional Library has shown remarkable growth over the past few years, it still falls short of the suggested standards.

Presently Owned	Needed	Recommended Collection
Books (Adult titles) 73,025	26,975	100,000
Periodicals 188	62	250

The materials now occupy 14,050 square feet.

To relieve present crowded conditions and to accommodate future growth, an additional 10,250 square feet of space is recommended.

Space Need and Cost:

10,250 square feet @ $40 = $410,000

B. Personnel

There are presently 29 full-time personnel housed in this facility. One of these is an artist/illustrator whose work requires a special work area. Four additional staff members will be needed for Regional Services within the next ten years. This makes a total of 33 persons who need work space.

To reach a standard of 150 square feet per staff member, a total of 4,950 square feet will be required. Since this Regional Resource Center is presently housed in 512 square feet, this means an additional 4,438 square feet of space must be added.

Space Need and Cost:

4,438 square feet @ $40 = $177,520

C. Public Seating Area and Meeting Room

There are presently 120 public reader seats in this facility. Ninety of these are in adult service areas while 30 are in areas offering services to children. They occupy a total of 2,800 square feet. An additional 650 square feet of space is required to relieve crowded conditions in present seating arrangements. An additional 90 seats will be required in the new facility. Sixty of these should be in adult areas while 30 should be in children's areas.

This means that the new facility must provide the following:

Alleviation of present congestion	650	square feet
Sixty adult seats @ 30 sq. ft.	1,800	" "
Thirty children's seats @ 25 sq. ft.	750	" "
	3,200	square feet

An adequate amount of public seating is needed since this library enjoys a walk-in usage by users from several adjacent counties.

The present meeting room is 1,300 square feet in area and is considered adequate for library programs.

Space Need and Cost:

3,200 square feet @ $40 = $128,000

D. Workspaces

At the present time, staff work spaces are scattered throughout the facility. A great number of the regional services now performed have been pushed into any available corner since the facility was never intended to house them. Often staff work must of necessity be performed in public areas where such activities are not welcomed by the public user. Public use space is even more limited. All work spaces comprise only 1,000 square feet in the present facility.

The new facility must provide a minimum of 1,450 additional square feet for work areas, including a sorting/shipping area combined with bookmobile operations, an artists/signmaking work area, and a soundproofed teletype room.

Studies will be necessary to determine more accurately the sizes and functional relationships of the various areas in relation to overall operations.

Space Need and Cost:

1,450 square feet @ $40 = $58,000

Recapitulation of Space Needs and Costs

While the space needs outlined present area estimates, it is felt that the figures are minimal amounts and represent critical needs absolutely essential to providing efficient public library services to all residents of the Eastern Shore. The estimates have been made according to proven standards and represent the best estimates possible at this time.

The following chart summarizes these estimates.

Eastern Shore Area Library Needs

Material Resources	Square Feet	Cost @ $40/Sq. Ft.
1. Audiovisual Collection	662	26,480
2. Print Collection	10,250	410,000
Personnel	4,438	177,520
Public Seating	3,200	128,000
Workspaces	1,450	58,000

Funding

A. Present Funding

In addition to providing criteria for establishing regional resource centers, Subsection 169 of the *Annotated Code of Maryland* makes provision for their financial support. Subsections (8) and (9) outline the provisions for capital improvements to the regional resource centers:

"(8) Subject to the provision of sub-section (9), expenditures for capital improvements of existing facilities, additions to existing facilities, or new facilities separate from existing facilities of participating libraries and/or equipment and furniture for capital improvements necessary for and to be used by regional resource centers shall be totally financed by the State. Prior to the receipt of any funds for any capital improvements necessary for and to be used by regional resource centers, the library designated as a regional resource center must have the plan and justification for expansion approved by the State Department of Education and agree that should the use of such State financed facility be changed from regional resource center purposes the local subdivision shall reimburse the State Department of Education for such facility an amount to be determined by the State Department of Education.

"(9) The State Department of Education may include in its budget request such sum or sums as may in its judgment be required for capital expenditures for improvements of existing facilities, additions to existing facilities, or new facilities including furniture and/or equipment to provide for the regional centers financed by the State in this section. These capital funds may be appropriated in advance of expenditure and may be paid according to procedures established by the State Superintendent of Schools. Notwithstanding the provisions of § 124 of this article, such amounts as are provided for capital expenditures for the purposes of this subsection shall be subject to the annual review and appropriation by the Governor and the General Assembly."

Conflicting interpretations of the law have caused great difficulty. Therefore, **it is recommended that revision and clarification of the law be considered.**

B. Funding needed for studies:

Eastern Shore Regional Library Resource Center	$30,000
Southern Maryland Regional Library Resource Center	$25,000

It is recommended that:

1. **The State Department of Education formulate regulations and guidelines for regional capital improvement programs.**

   Time sequence:

Appointment of Committee	August, 1974
Instrument Completed	October, 1974

2. **A plan be formulated for the expansion of the Eastern Shore Regional Library Resource Center.**

   Plan to include:

   a. Justification for expansion needs
   b. Alternative methods of enlarging the building and recommendations for the most feasible method of doing so
   c. Architectural and engineering studies and recommendations as needed
   d. Formulation of an architectural program
   e. Preliminary schematics and estimated cost.

   Time sequence and cost:

Consultants to be employed by	August, 1974
Plan to be formulated by	December, 1974

   Cost: $30,000 Library Services and Construction Act, Title II Funds will be made available upon submission by the Wicomico Board of Trustees of a plan and proof of ownership of a site.

3. **A construction feasibility study be made and a plan formulated for the expansion of the Southern Maryland Regional Library Resource Center:**

   Time sequence and cost:

   Study and Plan to be completed by January, 1976
   Cost: $25,000

4. **Subsection 169 [Subsection (g) and (9)] of the Annotated Code of Maryland be revised and clarified to reconcile conflicting interpretations of the law.**

STATE LIBRARY RESOURCE CENTER FACILITY

Introduction

The present Central Pratt Library at 400 Cathedral Street was built in the early 1930's and comprises approximately 200,000 square feet. It has served as a model for public libraries throughout the country.

However, for the past eight to ten years, Pratt Central has been unable to accommodate added volumes, new services, or additional readers. Since it also carries the responsibility of serving as the State Library Resource Center, this space shortage is particularly serious.

In 1965 a plan was developed by Pratt officials proposing building an additional 153,000 square feet, but to date no affirmative action has been taken by the City of Baltimore to commit itself to a timetable for a building expansion program. The Enoch Pratt Free Library twice has made requests to the State for funding of this new facility.

In order to determine for itself the space needs for State Library Resource Center functions and services, the Division of Library Development and Services, in 1973, assigned to its staff specialist in library facilities the responsibility of making an analysis of current space allocations and projected space needs.

Analysis of Space Needs

Inventory of Space

Studies have shown that approximately 50 percent of services and activities of the following public departments are involved in providing statewide services. The following are present space allocations for these departments:

TABLE 44 — Pratt Central Departments — Present Space Allocations

Department	Square foot allocation
Audiovisual	2,683
Business, Science and Technology	25,853
Fine Arts	6,287
General Information (Reference)	22,878
Humanities	13,301
Maryland	11,352
Social Science and History	19,440
Popular Library	11,294
County Service Inter-Library Loan	1,512
Children's Room	4,648
Chief of Central	384
Total square feet	119,632

Additional Facility Requirements

Space is at a premium in the Pratt Central Building and overcrowded conditions hamper efficient operation and limit the performance of State functions.

Analysis of present conditions reveals an immediate need for additional space to overcome present crowding. Plans must be made to enlarge some departments and allow for additional seating and shelf space. An addition of at least 125,452 square feet is recommended to accommodate present needs and to provide for growth over the next ten years.

The following are the most pressing space needs:

A. Audiovisual Department

1. Present Status

   The State Library Resource Center circulates 16mm film statewide, honoring walk-in demands, or requests made through the teletype network. The present collection of 1,836 titles (2,662 prints) is far from adequate and should be expanded over the next five years by 4,000 titles.

   Samples of requests taken in 1972 and 1973 indicate that the Audiovisual Department booked only 77 percent and 63 percent respectively. The majority of requested films were booked for periods two to six months after the date of the request. It is obvious that short supply of films forces bookings far into the future.

2. Justification and need

   In 1970 an additional 532 square feet was added to the Audiovisual Department, which resulted in a

total of 2,683 square feet for present operations. To relieve the present conditions and to accommodate future growth an additional 3,467 square feet will be needed.

B. Material Resources

1. Books

a. Present Status

The State Library Resource Center contains about 1,250,000 volumes, approximately 55 percent of the total system collection, and constitutes one of the great concentrations of bibliographic wealth in the Eastern United States. Despite this wealth of materials, two samples of interlibrary loan requests (from county library systems to the State Library Resource Center) taken in 1972 and 1973 indicate that only 31.4 percent and 42.5 percent respectively were being filled to the user's satisfaction. The rate of "fills" is low for several reasons.

During recent years the material budgets have not kept pace with rising costs and as a result fewer volumes and titles are being added. The following table shows the decreases in purchases for the entire system which have occurred between 1971 and 1973.

	Volumes	Titles
FY 1971	116,911	12,774
FY 1972	110,247	11,977
FY 1973 (estimated)	85,000	11,000

Space restrictions have also necessitated putting many materials into dead storage, which then makes them inaccessible.

b. Justification and need

Standards have never been formulated for a State Resource Center because need, services, and collections vary greatly from state to state. Standards do exist for public library systems, however, and when these are applied to the Pratt Library as a State Resource Center, it becomes apparent that the collection is not being maintained as it should be

If we utilize a standard of ten percent for acquisitions and a five percent withdrawal rate, the book collection and space needs would be as follows:

TABLE 45 — State Library Resource Center —Book Collection and Space Needs

	Volumes Owned	Percent Acquired	Percent Withdrawn	Space Needed (8 vols. per sq. ft.)	Cost $40 per sq. ft.
1974	1,250,000	125,000	62,500		
1975	1,312,000	131,200	65,600	8,200	$ 328,000
1976	1,377,600	137,760	68,880	8,610	344,400
1977	1,446,480	144,648	72,324	9,040	361,600
1978	1,518,804	151,880	75,940	9,492	379,680
1979	1,594,744	159,474	79,737	9,967	398,680
1980	1,674,481	167,448	83,724	10,465	418,600
1981	1,758,205	175,820	87,910	10,988	439,520
1982	1,846,115	184,611	92,305	11,538	461,520
1983	1,938,420	193,842	96,921	12,115	484,600
1984	2,035,341	203,534	101,767	12,720	508,800
	Total	1,775,217	887,608	103,135	$4,125,400
Space needs and cost				103,135 square feet @ $40 =	$4,125,400

2. Periodicals

a. Present Status

The General Reference Department of Pratt Central maintains a public listing of all periodicals and serials housed in the library system. This list has approximately 8,000 entries (complete or "dead" runs, ongoing runs, title changes, etc.). Both bound and unbound pools are presently maintained.

b. Justification and need

Growth must continue in the pools and storage operations, and therefore additional space must be provided. It is estimated that a minimum of 400 square feet of floor space must be acquired to house these periodical collections.

Space needs and cost: 400 square feet @ $40 = $16,000

C. Microfilming Unit

1. Present Status

The State Resource Center now has available, in hard copy, approximately 2,200 Maryland newspaper titles. This collection is now rapidly deteriorating.

2. Justification and need

The Pratt Library is the only resource for many of these materials. Therefore, it is recommended that a microfilming unit be established to microfilm the titles for preservation.

The Hall of Records is using a microfilming unit for preservation of some of its documents. If this pattern of organization is used as a guide, 800 square feet will be needed for the Pratt operation.

Space needs and cost: 800 square feet @ $40 = $32,000

D. Readers' Seating Space

1. Present Status

When the Enoch Pratt Free Library opened the doors of its new Central Library in 1933, there were seats for 1100 readers. Reorganization and combination of Pratt Central's public departments, burgeoning growth within each department and the addition of new services (Public Information Center, Telephone Reference Services, County Services, etc.) have brought about a continuing reduction in the number of seats once available to library users.

2. Justification and need

The proposed annex to the Pratt Central facility will be designed to alleviate growth/space problems. This plan calls for the addition of 41[illegible] reader seats.

A walk-in user study of Pratt Central was conducted in May, 1973. This study showed that 74 percent of the respondents were residents of Baltimore City, the other 26 percent came from outside the City's limits. The State should, therefore, support one third (140) of the seating need.

Space needs and cost

140 seats @ 30 square feet = 4,200 square feet
4,200 square feet @ $40 = $168,000

E. Personnel

1. Present Status

At the present time the public departments con-

sidered as part of the State Library Resource Center have a combined staff of 56 persons. A survey revealed that some departments were more heavily used for statewide services than others. It is those same departments which suffer from a backlog of work and materials.

TABLE 46 — State Library Resource Center — Staff

	July, 1972			September, 1973		
	Profes-sional	LAS	Clerical	Profes-sional	LAS	Clerical
Audiovisual	3		4	2		4
Business, Science and Technology	9		3½	7		2
Fine Arts	4		3	4		2
General Information	10	14	15	6½	10	11
George Peabody	3		4	3		3
Humanities	7		5	6		2
Maryland	6		3	5		2
Social Science and History	10		3½	8		2
Chief of Central	2		1	1		1
Childrens Room	3		2	3		2
Popular Library	6		1	6		1
County Services	4	1	11	4	1	11
	67	15	58	55½	11	43

The 28½ positions will gradually be filled and assigned space will be utilized. However, additional positions will be needed to provide more efficient service in the departments and for inauguration of new services as advocated in this *Plan*.

2. Justification and need

Expansion in services and resources will necessitate additional staffing, and it can be anticipated that in the future this need will be compounded.

It is recommended that 15 additional librarians be added in the next ten years and allocated accordingly.

Department	Additional Staff Needed
Audiovisual	2
General Information (Reference)	2
County Services	3
Service to State Government	3
Business, Science and Technology	1
Fine Arts	1
Humanities	1
Maryland	1
Social Science & History	1
Total Needed	15

The following will be needed for additional personnel:

Space needs and cost:

15 @ 150 square feet each = 2,250

2,250 @ $40 = $90,000

F. County Services

1. Present Status

The resources of Pratt Central are extended to all of Maryland's citizens by a teletype communications system centered in County Services. Send-receive teletype units in each of 23 county public library headquarters, in three Regional Resource Centers, at Frostburg State College, and at the McKeldin Library of the University of Maryland provide ready access from anywhere in Maryland. County Services is the heart of Maryland's library resource-exchange system and now operates in 1,512 square feet of space.

2. Justification and need

The noise level from the teletypewriters and xerox machine is high and has a detrimental effect on staff efficiency. Crowded space makes efficient operations difficult, and the shipping operation spills into walkways posing a serious safety hazard.

It has been determined that an additional 1,200 square feet will be needed for this operation.

Space needs and cost: 1,200 square feet @ $40 = $48,000

G. Library for the Physically Handicapped

1. Present Status

This library operation is now housed in rented quarters at 1715 North Charles Street in Baltimore. It provides statewide service for users who are blind and visually impaired and other persons who are for physical reasons unable to use conventional printed material. Its collection consists of talking books (record, open reel, and cassette formats), and large print books. The library is under the administration of the Maryland Division of Library Development and Services.

2. Justification and need

This library not only mails materials to Maryland users in response to requests but also maintains deposit collections in public libraries, hospitals, institutions, etc. Its collection is constantly growing and demands for service increase year by year. The 10,000 square feet it now occupies may soon become inadequate. Since this is a statewide service, it seems logical to house this unit at the State Resource Center. In this location the shipping/receiving operation could be cooperatively utilized and the teletype network would be readily available. Most important of all, the handicapped users could participate in programs made available now to sighted readers. Cooperative utilization of space and services would release space now used, and the 10,000 square feet would provide housing for an expanded collection and operation.

Space Needs and Cost: 10,000 sq. ft. @ $40 = $400,000

Recapitulation of Space Needs and Cost

The space needs listed are the most critical which have been determined at this time. An inventory and evaluation of each department was made which included present space (actual measurements were made), collection size, contents, and number of staff assigned. The inventory was formulated by the Division of Library Development and Services Staff Specialist in Facility Planning and may be obtained from the Division of Library Development and Services.

Space allocations have been made according to time-proven standards and present the best estimate possible at this time.

In order to estimate cost, $40 per square foot was used. The Division of Library Development and Services records information regarding every new public library built in the

state, and at this time $40 per square foot in construction cost is the average figure.

The following chart summarizes space needs and cost for expansion of the Pratt Central Building. These estimates are minimal and merely represent guidelines for future planning until the time when an exhaustive study can be made.

TABLE 47 — The State Library Resource Center — Space and Financial Needs

Needs	Square Foot	Cost @ $40 per sq. ft.
Audiovisual Department	3,467	$ 138,680
Collection	103,135	4,125,400
Books	400	16,000
Microfilming Unit	800	32,000
Readers' Seating Space	4,200	168,000
Personnel — Staff Space	2,250	90,000
County Services	1,200	48,000
Library for the Physically Handicapped	10,000	400,000
Total	125,452	$5,018,080

Alternatives for Meeting Space Needs

The findings of the Maryland State Department of Education study indicate minimum needs for space for collection, seating, and special service areas. It is not an exhaustive study and it does not address alternatives to be considered in providing for space requirements. Possible alternatives may include remodeling of the existing building, or relocating or warehousing certain little-used materials, or some combination of remodeling, relocating, and warehousing. A thorough study will have to consider current space utilization, to judge costs and benefits for each alternative, and to provide for more complete data on space requirements.

Therefore, **it is recommended that the Maryland State Department of Education request funds in the 1976 budget to provide for a thorough study of space needs and alternatives; that the Department of State Planning assume responsibility for the design and conduct of the study with the cooperation of the Maryland State Department of Education and the Enoch Pratt Free Library; that the study be completed by July 1976 and that requests for funding based on the recommendations be included in the 1977 and 1978 budgets of the Maryland State Department of Education.**

Funding

The *Annotated Code of Maryland*, Article 77, paragraph 168d states:

> . . . The State Department of Education may include in its budget request such sum or sums as may in its judgment be required for capital expenditures for improvements of existing facilities, additions to existing facilities or new facilities including furniture and/or equipment to provide the specialized research and reference services financed by the State in this section. These capital funds may be paid according to procedures established by the State Superintendent of Schools. Such amounts as are provided for capital expenditures pursuant to the provisions of the section shall be considered as part of the General State School Fund and notwithstanding § 124 of this article shall be subject to the annual review and appropriation by the Governor and the General Assembly. (1971, ch. 770, § 1.)

In order to provide clarification and consistency with State policies and procedures for capital improvement projects, **it is recommended that the law be revised to provide that State Department of Education budget requests for capital improvement programs be submitted to the Department of State Planning for study, review, and recommendation. It is further recommended that the Departments of State Planning and General Services assist the Department of Education in the establishment of procedures for funding and for cooperative review and appropriate aspects of a building program.**

The funding needs projected in the Department of Education recommended space requirements are as follows:

Planning — Program and design

2 years (1976 & 1977) $100,000 each $200,000

Construction Cost

125,452 square feet @ $40 each $5,018,080

The law provides that the Department of Education request State funds for construction of needed facilities. Funds for an addition to the State Library Resource Center will be determined more definitely after the additional study recommended above is completed.

However, **it is recommended that the State assume at least 50 percent of the total cost of the construction program.**

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APPENDIX A
DEMOGRAPHIC BACKGROUND

With slightly more than 4,000,000 inhabitants and a land area of some 10,000 square miles, Maryland remains a small, compact state in both geography and population. The dominant local governmental structure is the county, and all major public services, including education and public libraries, are organized and administered on a county basis. The state's 23 counties and Baltimore City comprise the 24 units of local government.

Over 80 percent of Maryland's population resides in two principal standard metropolitan statistical areas: Baltimore and Washington, D.C. Of the total state population, the 1970 Census showed that 81.5 percent is white and 18.5 percent nonwhite. The heaviest concentration of nonwhite residency is in Southern Maryland (26 percent), the Eastern Shore (22 percent), and the Washington Metropolitan Area (11 percent).

The 1970 Census also revealed that 15.3 percent of Maryland's white population and 7.1 percent of the nonwhite population had completed four or more years of college. This is a higher percentage than that of two other Atlantic seaboard states of comparable size. Connecticut shows only 14 percent of their white population with a college education and 6 percent of their nonwhite population, while New Jersey shows 12.5 percent of the white population and 5.5 of the nonwhite population.

By contrast, however, it should be noted that nearly 50 percent of Maryland adults have not completed high school and 27.4 percent have not completed the eighth grade.

Median family income in Maryland is $11,063, slightly less than Connecticut's $11,811 and New Jersey's $11,407. White family median income in Maryland, however, was significantly higher than that of nonwhites: $11,635 as compared to $7,798.

In 1970, 76.6 percent of all males 14 years of age and older were considered in the work force; of the state's females of the same age 42.3 percent were also in the labor force. The unemployment rate was 2 percent for males and 1.7 percent for females, with a higher unemployment rate among nonwhites.

Population in local political subdivisions ranges from 16,000 to over 600,000 with nine counties having under 25,000 inhabitants, eight having 25,001 to 100,000 inhabitants, and seven including Baltimore City, with over 100,001 inhabitants. All counties with less than 60,000 residents are in the non-metropolitan areas of the state.

A projection of the state's demographic profile would reveal the following: by 1980, Maryland's population should reach approximately 4,650,000. The major population increases will be seen in the two metropolitan areas surrounding Baltimore City and Washington, D.C. By 1990, 63 percent of Baltimore City will be a nonwhite population group, although the city is expected to experience a net loss in terms of total population by that date. In addition to Baltimore City, several of the rural counties will lose population within the next two decades.

Maryland, then, can be perceived as a post-industrial state having still strongly rural and pre-industrial areas, primarily in Southern Maryland and in the counties of the Eastern Shore.

The provision of library and informational services to this state with its clienteles of pre-industrial, industrial, and post-industrial employees and their families constitutes the thrust of Maryland's *Master Plan for Library Development*.

APPENDIX B
FINANCIAL RECOMMENDATIONS

RECOMMENDATION		COST TO STATE	
Public Libraries	**Allocated**		**Proposed**
It is recommended that in 1975 the Governor and the Maryland General Assembly enact legislation that will revise the library aid formulae to provide a minimum foundation program of $6.00 per capita, provide an increase in the percentage of State support above the present 30 percent, retain the equalization and minimum guarantee factors in the present law.	1975	2,637,217	Estimate to be reached by 1980 11,576,852
Regional Library Resource Center	**Allocated**		**Proposed**
It is recommended that State funds for Regional Resource Centers be increased by $150,000 per year for the next two years and be allocated on a percentage increase to each Regional Resource Center.	1974	304,000	—
	1975	304,000	—
	1976		454,000
	1977		604,000
State Library Resource Center	**Allocated**		
It is recommended that the Governor appoint a committee representative of state and city governmental and library interests to recommend policy for funding of the State Library Resource Center. As an interim policy, it is recommended that budget requests of the State Library Resource Center and the State Department of Education be based upon the provisions of the first alternative.	1974		
		440,000	General Operating Costs
		—	Books and Materials
		209,000	State Lending Services
		649,000	*Total*
	1975		
		600,000	General Operating Costs
		250,000	Books and Materials
		210,000	State Lending Services
		1,060,000	*Total*
	1976		**Proposed**
		General Operating Costs	800,000
		Books and Materials	688,000
		State Lending Services	260,000
		Total	1,748,000

RECOMMENDATION	COST TO STATE	
Regional Library Resource Center Facilities		**Proposed**
It is recommended that additional facility requirements for the Eastern Shore Area Library include increased space to house collections, personnel, and public services.	Cost @ $40/sq. ft 20,000 sq. feet	800,000
State Library Resource Center Facilities		
It is recommended that the State assume at least 50 percent of the total cost of construction of at least 125,000 square feet.		2,709,040

APPENDIX C
STUDY RECOMMENDATIONS

RECOMMENDATION	RESPONSIBILITY
Maryland Public Libraries It is recommended that the Division of Library Development and Services with the cooperation of the local library systems and other agencies explore the application of newer forms of media and educational technology to the improvement of public library operations.	Division of Library Development and Services/Local Public Library Systems
Regional, State, and Cooperative Library Service It is recommended that the Division of Library Development and Services encourage and support the development of cooperative potentials through . . . initiating study and research activities on cooperative potentials between all types of libraries.	Division of Library Development and Services
It is recommended that by 1977 the Division of Library Development and Services in conjunction with officials of Enoch Pratt Free Library study the library and information needs of State government and prepare recommendations for State Library Resource Center functions and services in meeting these needs.	Division of Library Development and Services/Enoch Pratt Free Library
Regional Resource Center Facilities It is recommended that a construction feasibility study be made and a plan formulated for the expansion of the Southern Maryland Regional Library Resource Center. The study should be completed by January 1976.	Division of Library Development and Services
State Library Resource Center It is recommended that the Maryland State Department of Education request funds for a space need study for the State Library Resource Center and that the study utilize studies formulated for service programs as a basis for developing an architectural program and design.	Maryland State Department of Education
Maryland School Library/Media Centers It is recommended that each local educational agency provide supervision at the system level to insure the development of media programs. There should be studies to determine the feasibility of joint cooperative or contractual agreements among the smaller agencies with other agencies to provide the necessary services at each system level.	Division of Library Development and Services/Local Public School Systems
It is recommended that the Maryland State Department of Education investigate ways to provide for differentiated staffing. A task force should be appointed by the State Superintendent of Schools to conduct this investigation.	Maryland State Board of Education
Maryland Academic Libraries It is recommended that a study be made by the State Board for Community Colleges of the potential student interest and the curriculum required for training library technicians, with a view to establishing a successful program which would feed into Maryland's academic libraries the needed flow of nonprofessional workers.	State Board for Community Colleges

APPENDIX D
SELECTED REFERENCES

The titles listed below represent materials that were consulted in the process of developing this *Plan*. It should be noted that in addition to these selected references, staff of the Division of Library Development and Services prepared draft copies of working papers in the following areas — public libraries, school library/media centers, regional library resource centers, the State Library Resource Center, State functions and State responsibilities, and library facilities. Numerous additional studies and articles could be cited as contributing to the thought that went into the preparation of this *Plan*. The following, however, represent those documents most frequently referred to.

American Association of State Libraries, Standards Revision Committee, *Standards for Library Functions at the State Level*, rev. ed., Chicago: American Library Association, 1970.

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Bundy, Mary Lee, *Metropolitan Public Library Users: A Report of a Survey of Adult Library Use in the Maryland Baltimore-Washington Metropolitan Area*, College Park: University of Maryland, School of Library and Infomation Services, 1968.

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MacKeigan, Helaine, *American Library Directory*, 28th ed., 1972-1973, New York: R. R. Bowker Company, 1972.

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Public Library Association Standards Committee, *Minimum Standards for Public Library Systems*, 1966, Chicago: American Library Association, 1967.

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